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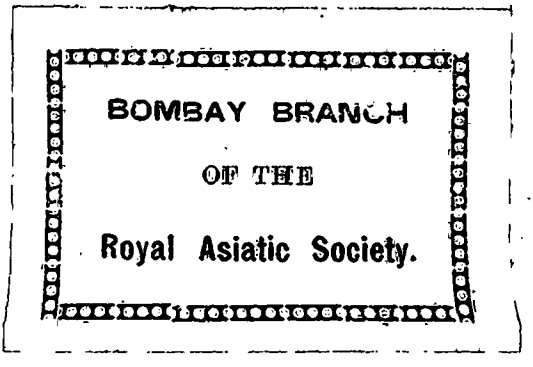


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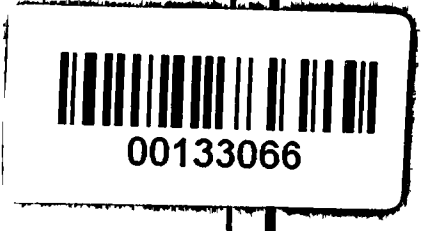


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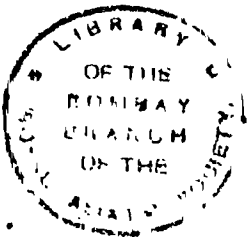

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# Bihar and Orissa in 1923.

## CHAPTER I.

### Political.

THE political situation at the opening of the year 1923 was one of great interest and no little anxiety. The 37th Indian National Congress, which was then in progress at Gaya, had shown by the tone of its resolutions that it was still dominated by the creed of non-violent non-co-operation. Resolutions had been passed reaffirming the triple boycott of Legislative Councils, law courts and educational institutions. More significant still, it had been decided to collect 25 lakhs of rupees and enrol 50,000 " volunteers " before the 30th of April following, with a view to starting a campaign of civil disobedience.

**Dissension in the Congress.**

The Congress, however, was by no means unanimous. The minority party led by Mr. C. R. Das, though few in numbers, contained influential adherents. The split in the Congress widened during the ensuing months. The adherents of the old Gandhi creed found it increasingly difficult to raise either funds or enthusiasm. The sacrifice which the boycott of foreign cloth, and the abandonment of legal practice demanded from merchants and lawyers proved too severe a strain on their allegiance, and the close of the first quarter saw the law courts busier than before, national schools closing down, and foreign cloth still in favour. Political meetings, which showed a temporary increase during

January, became fewer and less enthusiastic as time went on, and it became obvious that something more active than the "non-violent" programme was necessary to arouse public interest. By a resolution in Council, moved on the 17th of February, an attempt was made to secure the withdrawal of the notifications under the Criminal Law Amendment Act, which declared certain volunteer organizations to be unlawful, but the motion was rejected, though by a narrow majority.

**Growth of the Swaraj party.**

Conditions were thus favourable to the growth of the minority party, which emerged in February as the "Swaraj party," aiming at the speedy attainment of full dominion status for India. The promise which it gave of vigorous action and offensive tactics in the Council appealed to the extremists, while others sympathized with its policy of constitutional agitation. Both parties canvassed vigorously for support with a view to a trial of strength at the end of April, the date provisionally fixed for the start of civil disobedience. While the Swaraj party in this province worked mostly unobtrusively, the Congress activities were well-advertised, and a succession of celebration days were organized in imitation of the war "Flag days." Thus the 18th of March, was proclaimed as "Gandhi" day, as part of a national week of celebrations, while at intervals throughout the year the country was called upon to observe Tilak day, Kenya day, Turkish Peace day, National Flag day (the 18th July) and others. Only two of these celebrations, however, excited much interest in the province, namely, "Gandhi" day and "National Flag" day. The *hartal* on the 18th of March was effective in towns such as Muzaffarpur and Bhagalpur, where the movement was well organized, but it met with less success in smaller towns and passed almost unnoticed among the rural population.

**Results achieved at the end of April.**

The situation at the end of April showed the failure of the resolutions passed at the Gaya Congress. The boycott movement had faltered from the outset. Out of the total of 25 lakhs of rupees and 50,000 volunteers called for, Bihar and Orissa (it is understood) was expected to contribute one lakh in subscriptions and enrol 4,000 volunteers, but when provincial representatives reported results at the Congress working committee held at Bombay

in April, barely half a lakh had been subscribed, and the number of volunteers was negligible.

The remainder of the year may be divided into two periods, the first covering events up to the special Congress in September, and the second showing its effects on the remaining portion of the year. As a result of the compromise arrived at in Bombay, the leaders of the rival parties had to adjust themselves to new conditions. The provincial Swaraj party in May, realizing that it would not be able to utilize the Congress organization for electioneering purposes, set about collecting funds and electing officers of its own with a view to separate action. Congress workers, meanwhile, were trying to raise popular enthusiasm by recruiting volunteers for special service at Nagpur, to court arrest in flag processions, and it is estimated that, altogether, about 140 persons from this province took part in the Nagpur flag crusade. With the collapse of the flag movement in July, the Congress workers were left for the moment without a subject for agitation, while the Khilafat movement was temporarily discounted by the revised Turkish peace terms.

**The Nagpur flag incident.**

During the latter half of August, an abnormal rise in the Ganges and Son caused widespread and disastrous floods. The area affected was about 400 square miles in the Shahabad and Patna districts, and 200 square miles in the Saran district, while higher up the Son, in the districts of Gaya and Palamau, there occurred floods which, if less extensive in area, were equally disastrous in their effects. In the case of Palamau, the catastrophe was exceptionally sudden and was accompanied by lamentable loss of life. By depositing sand, it also caused the permanent deterioration of a considerable area of arable land. Elsewhere the loss of human life was fortunately small, and the most serious form of damage was the collapse of houses, mostly mud-built, to the estimated number of nearly fifty thousand, and the destruction of stored grain. Rescue and relief work was organized at once, in which officials and non-officials cordially co-operated, while precautions were taken against out-breaks of cholera or typhoid by a special staff of doctors drafted into the flooded districts for the purpose, aided by voluntary workers. While the destruction of crops in the

**The Ganges floods.**

affected area was almost complete, resultant distress was discounted by the fact that a large part of the area is subject to periodic inundation, and the inhabitants are accustomed to rely in the main on the spring harvest, at which a bumper crop is assured by the rich deposit of silt left by the receding water. The distress in areas where flood had not previously penetrated and the staple crop is rice, was more severe, but careful inquiries showed that, on the whole, the relief required was light, compared with the extent of the flood and the amount of immediate damage. Government allotted about twelve lakhs for gratuitous relief and recoverable loans, and this was supplemented by generous subscriptions from the public. Embankment works have been undertaken, which, it is trusted, will prevent the recurrence of a similar calamity, while the extensive damage to the canal system is being speedily repaired.

**Effect of the Delhi Special Congress.**

Political agitation during the months of August and September was at a low ebb. There was mutual suspicion between the Hindu and Muhammadan communities, dissension between Congress and Swaraj workers, and for the moment, neither funds nor enthusiasm for political change were forthcoming. The Delhi Congress in September revived interest by declaring in favour of Council entry, a change of policy which greatly stimulated canvassing at the municipal elections held during October. From this point onwards the Congress and Swaraj organizations became difficult to distinguish, as both were employed for electioneering purposes. Speaking generally, the Swaraj party in this province concentrated upon the elections to the Legislative Assembly, while anti-Government candidates for municipalities were drawn mainly from the ranks of the Congress workers. Their organization enabled non-co-operation candidates to secure a working majority on several municipal committees, notably those of Sitamarhi, Muzaffarpur, Arrah, Bettiah, Purulia, Balasore, Bhagalpur, Cuttack and Monghyr. It is probable, however, that some candidates made use of the congress organization for election purposes only. It is too soon yet to be able to judge whether the opposition will combine sufficiently to make its influence felt in municipal affairs, or what policy will be adopted where non-co-operators have a majority.

**The municipal elections.**

The provincial Conference, which was held at Motihari at the end of October, had little effect on the political situation. It adopted a resolution in favour of non-violent non-co-operation as the only road to *swaraj*, this attitude being possibly due to the influence which the personality of Gandhi has over the Champaran district. Two resolutions in the same strain were rejected for want of time. These were to the effect that 50,000 volunteers should be enlisted to perform *satyagraha* for the release of Gandhi, and that the Congress should aim at the attainment of Swaraj " without any British connection ".

**The provincial Conference at Motihari.**

November was mostly taken up with canvassing for the general elections to the Council and Assembly, which were held at the end of the month. The subject is discussed in the subsequent chapter dealing with the Legislative Council. It was noticed that the better known exponents of the Swaraj creed neglected the local Council in favour of the Legislative Assembly, where they succeeded in winning eight out of twelve available seats. Twelve Swarajists were returned to the provincial Council, but it is believed that these members have given no definite pledge to the party. However, the fact remains that the year which opened with the uncompromising resolutions of the Gaya Congress, has seen the adoption and election of Congress candidates both in the Council and in local bodies.

**The general elections.**

The interest aroused by the growth of the Swaraj party has tended to divert attention from other movements such as the Khilafat agitation. In the early months of the year, Muhammadans in the province were uneasy on account of persistent rumours that war was imminent between Great Britain and Turkey. This feeling was exploited by agitators during a " Khilafat Week " in February, during which prayers were offered for Kemal Pasha and funds collected for the success of the Turkish arms. At the same time, contributions both of money and men were invited towards the total of ten lakhs of rupees and 50,000 volunteers which the Khilafat Conference had pronounced to be necessary for the attainment of *swaraj*. There was little or no response in this province to the appeal for volunteers, but by working on religious feeling and patriotic sentiment, the supporters

**The Khilafat movement.**

of the cause were able to raise a certain amount in subscriptions. The exposure of the mismanagement of Khilafat funds by the central committee did much to discredit the movement, and made the task of collecting funds more difficult. The unrest continued in a modified form until July, when the Turkish peace terms were announced amid general rejoicings. After this settlement, Khilafat agitators realised that they must find some new subject of appeal, if they were to retain their hold over their followers. It was, therefore, announced that the organization should remain in being to claim the freedom of the holy places of Arabia, and to work for Hindu-Muslim unity and the *swaraj* of India. Resolutions advocating these aims were passed at the Khilafat Conference which followed the provincial congress at Motihari, but the movement seemed to have outlived its day, and to be out of touch with Muhammadan feeling in the province. Recent developments in connection with the attitude of the Angora government towards the Khilafat have still further complicated the position.

**The Turkish peace terms.**

The relations between Hindus and Muhammadans in Bihar were severely strained on numerous occasions during the year, despite the efforts of political leaders to encourage mutual forbearance and unity. The chief source of dissension was the conversion of Musalman Rajputs to the Arya Samaj creed in districts outside the province, and fears were entertained by the more orthodox Muhammadans that the movement would spread to Shahabad. To combat this attack on their faith, funds were collected and Muhammadan preachers despatched to oppose the Hindu missionaries' action, which, in its turn, provoked counter-propaganda from Hindus and mutual recriminations not only in Shahabad but in the neighbouring districts of Saran, Muzaffarpur, Monghyr and Patna. The strained feelings so engendered were expected to result in communal riots at the Bakr-Id, especially in Shahabad, which was the scene of disturbances in 1917, but fortunately no trouble arose. The year has seen no improvement in the general relations between the two communities, beyond an attempted *rapprochement* between the less orthodox believers on both sides. The main obstacles to unity still remain unchanged, and were responsible during the year for various outbursts of religious feeling.

**Hindu-Muslim relations.**

Caste and communal movements.

Inside the Hindu community, the efforts of the lower castes to improve their status led to considerable friction, and occasional disturbances. Goalas, Koeris and Barais in the Muzaffarpur district attempted to assume the sacred thread, while in Manbhum the Kurmi Mahtos combined with a view to the advancement of their caste. The only movement which had any organization, however, was that of the Goalas, whose agitation extended to almost every district. The main cause of dispute was with the zamindars, who had to some extent restricted the custom of free grazing and insisted on their right to take labour and produce at privileged rates, to which the Goalas replied by restricting the outdoor employment of the womenfolk of their caste, and curtailing supplies. A congress of Goalas known as the "Gop Jateya Sabha" was held in April, where different schemes for the advancement of the caste were projected. While not claiming the right to wear the sacred thread, Goalas sought to improve the education and prospects of their members, and secure representation of their interests on local bodies.

Aboriginal unrest.

In the same month, a movement hostile to landlords originated among the aboriginals of Midnapur and spread over the border to the Singhbhum district, where rioting and looting ensued. The outbreak at one time threatened to create an ugly situation, but the arrival of armed police quelled the disturbances. About the same time an agitation in favour of self-determination for the Oriyas took shape at the Utkal conference held at Barhampur in Ganjam. It was resolved that a campaign should be conducted to secure the amalgamation of the Oriya-speaking tracts by constitutional and legitimate means.

Labour agitation.

Labour disturbances were, happily, few during the course of the year. In January, a strike occurred in the Giridih coal-fields, due to the introduction of a system of payment according to the weight of coal raised, instead of a fixed payment per tub. The strike was short-lived, and the workers returned unconditionally within a fortnight. Enforced reduction in the workshops of the Bengal-Nagpur Railway at Kharagpur gave rise to dissatisfaction among employees in other yards, and for some weeks a sympathetic strike seemed imminent. Eventually saner counsels prevailed

and a stoppage was averted. During the first half of the year, there was much unrest at the industrial centre of Jamshedpur, which threatened at one time to result in a strike. The malcontents, however, had neither the funds nor the necessary cohesion to justify recourse to a strike, while there were others who suspected that labour grievances were merely being exploited by the political agitator. In consequence, though disagreements arose between the management and employees on questions such as the recognition of the men's union and the right to hold meetings inside the works, no general stoppage of work resulted.

# CHAPTER II.

## Finance.

**The poverty of Government**

DURING the years which followed the close of the war, Bihar and Orissa, like most other provinces, has been faced with financial difficulties, which at times have given rise to grave anxiety. Although at the moment the outlook is brighter, the conditions which make for financial stringency are always present. At the outset it must be recognized that Bihar and Orissa, both relative to its size and population, is the poorest province in India. Its revenues are not only small but also drawn from inelastic sources, not capable of expansion to meet the wants of a young and growing province. A few facts and figures will make it plain that the poverty of the revenue is a reality. The table which follows compares the expenditure under a few selected heads in Bihar and Orissa and its two neighbours, Bengal and the United Provinces. The figures given are for the year 1923-24. Bihar and Orissa, with a population of 38 millions, has an income of 5 crores; Bengal which contains 47 million inhabitants, an income of 10 crores, and the United Provinces, with 45 million inhabitants, 13 crores.

**Compared with other provinces.**

EXPENDITURE PER HEAD OF POPULATION.

| | Bihar and Orissa. | Bengal. | United Provinces. |
|---|---|---|---|
| General Administration ... | 3 annas ... | 4⅓ annas ... | 5 annas |
| Police ... ... | 3½ „ ... | 6½ „ ... | 5⅔ „ |
| Education ... ... | 2½ „ ... | 4⅓ „ ... | 5⅛ „ |
| Medical and Public Health | 1¼ „ ... | 2⅔ „ ... | 1⅓ „ |

EXPENDITURE PER SQUARE MILE.

| | Bihar and Orissa. | Bengal. | United Provinces. |
|---|---|---|---|
| | Rs. | Rs. | Rs. |
| General Administration .. | 89 | 158 | 127 |
| Police ... ... | 100 | 230 | 152 |
| Education ... ... | 74 | 154 | 155 |
| Medical and Public Health... | 35 | 100 | 36 |

It will be noted that Bihar and Orissa spends on the two "reserved subjects" of police and general administration, taken together, about half the amount allotted per head of population in the sister provinces. Taking the expenditure per square mile, the United Provinces spends half as much again, and Bengal twice the allotment on these two reserved subjects. Naturally the expenditure upon the transferred subjects is correspondingly meagre.

**Causes of poverty.**

That the revenue is inelastic is due to a variety of causes, the chief of which is that the population is largely agricultural. About one-third of the provincial receipts come from land revenue, which is limited by the conditions of the Permanent Settlement. Towns containing industries which contribute to the taxable wealth of the province are few and, according to the latest census, four-fifths of the population is engaged in agriculture. In the more fertile districts of North Bihar, where the population varies from 870 to 907 per square mile, there are indications that the soil has reached the limit of the population which it can safely support.

**Retrenchment.**

With these limitations on the available revenues, it becomes necessary to cut the coat according to the cloth. To better the situation, the alternative methods proposed are retrenchment of expenditure or expansion of revenue. Both have received attention. The report of the retrenchment committee constituted in 1921 was published during the year. Government examined its recommendations with thoroughness and a desire to meet the suggestions for economy wherever practicable. Reductions of staff, curtailing of allowances, amalgamation of posts, increased hours of work have been the result. Many of the suggestions, however, were found to be

impracticable, and the resultant savings, though appreciable, will not go very far towards meeting the situation. Those who urge that the retrenchment effected was not sufficiently drastic should remember that there is a limit beyond which the expenditure on the essential services cannot be safely or usefully reduced. The argument that Bihar and Orissa spends a large proportion of its total income on police than is the case in certain other provinces is no ground for further retrenchment, but is rather an additional proof of the poverty of the provincial resources.

**Additional revenue.**

The key to the problem must therefore be found in the expansion of the existing revenues. One promising source of additional revenue is in the development of the mineral resources of the province. Its coal-fields produce more than two-thirds of the coal raised in India, while the industrial centre of Jamshedpur supplies the iron and steel requisite for railway and factory purposes. Near the same area are deposits of iron and copper and other valuable ores which await exploitation. Industrial development will contribute directly to cess revenue. as well as indirectly in the form of income-tax.

**Income-tax receipts.**

Up to now the province has failed to secure its due share of income-tax on the profits of firms operating in the industrial areas, for the reason that the firms are assessed in the province which contains the firm's "principal place of business", which is usually situated in Calcutta or Bombay. An agreement has now been reached with the Government of Bengal by which Bihar shall receive 85 per cent. of the proceeds in such cases. It should be remembered, however, that the lion's share of the income-tax goes to central revenues, and the provinces receive merely a percentage of commission on returns in excess of those for 1921. Immediate results from this direction cannot, therefore, be expected.

A more direct form of revenue has been secured this year in the new agreement regarding royalties on iron-ore, of which Government has almost a monopoly. In future, royalties will be paid on a sliding scale based on the tariff valuation of pig-iron year by year.

**Increased taxation.**

The immediate necessities of the financial situation led Government in 1922 to impose fresh taxation, in the form of enhanced charges for court-fees and registration. The increased taxation was only agreed to

with some reluctance, as it was represented that the measure would cause hardship to the poorer classes. The thirteen lakhs increased revenue which these taxes have yielded has contributed towards the improvement in the financial position, but this has been mainly due to somewhat unexpected receipts from other sources.

**Financial position in March 1923.**

The position at the opening of the financial year had taken a marked change for the better. Instead of a narrow margin of 7 lakhs surplus, as had been at one time anticipated, the year opened with an estimated balance of 119 lakhs, due partly to decreased expenditure, but chiefly to largely increased receipts from excise.

The estimated revenue of the year 1923-24 was placed at 498 lakhs, as against 445 lakhs in the previous year, the optimistic outlook being due to two successive good harvests and the reaction from the years of non-co-operation. Against this enhanced revenue, an expenditure of 479 lakhs was anticipated, instead of the budget figure of 484 lakhs, leaving an estimated closing balance of 107 lakhs.

**Discussion on the budget.**

This favourable situation provoked the usual demand for the reduction of the recent taxation. In reply it was pointed out that, were the increased taxation cancelled, it would leave only a bare margin of four lakhs above the normal expenditure, supposing that excise returns remained constant. It was considered unsafe to trust to the continued high receipts from excise, which was liable to sudden fluctuations. Criticism of the budget was mitigated by the generous allotments made to transferred subjects. The Finance Member rebutted the accusation that the nation-building departments were being starved, by showing that, of the extra recurring expenditure to be incurred during the year, no less than 90 per cent. was allotted to the transferred departments. The extra schemes to be financed included grants of five and a half lakhs recurring for education, while medical relief was to receive two lakhs recurring and three lakhs non-recurring. These announcements in some measure removed the sting from subsequent debate. The police demands, as usual, were criticised and the irrigation policy of Government came under censure in connection with the canal system in Orissa. Under the guise of a vote on the pay of the establishment of commissioners, an attack was made on the post of commissioner itself.

**Reductions made.**

However, of the 82 motions to reduce demands, a large proportion were withdrawn. The total reductions made in the budget amounted to less than two lakhs. Of this figure over a lakh was curtailed by the refusal to vote funds for revision survey and settlement operations in the Ranchi district. The motion, which was carried, almost without discussion, by the narrow margin of 25 votes to 24, cannot be attributed to the influence of the landlord element in the council, as proprietors stand to lose by the postponement of the revision. The reason is rather to be sought in misguided zeal for retrenchment. The motions for reduction of the police demands were almost entirely unsuccessful. Facts and figures were quoted to show that urgent provision was needed for the housing and equipment of the force, with the result that out of the eighteen motions tabled for reduction of police charges, only one, involving a cut of Rs. 1,500 was adopted. Slight reductions were also made in the demands of the irrigation and excise departments. Although under the provisions of the Government of India Act the Governor has power in certain circumstances to restore any demand which has been rejected in the budget for reserved subjects, it was not considered necessary to exercise the power during the year. On the contrary, reductions amounting in the aggregate to Rs. 33,500 were made voluntarily by Government in deference to considerations which were raised during the discussion of the budget.

**Improved financial position at the end of the year.**

At the end of 1923 the financial position was no longer a subject for acute anxiety. The closing balance of the previous year was found to be 21 lakhs more than was anticipated, due to the over-cautious estimates framed during the last quarter of the year. A large proportion of this unexpected surplus was due to the fact that the budget provision was under-spent in various departments. This was partly due to rigid economy and strict control, and partly to inability to foresee the possible requirements of the situation twelve months ahead. Departments whose estimates are affected by the state of the labour market or the price of food-stuffs must necessarily provide for an adverse movement requiring additional expenditure. The continued prosperity of the province in 1923, due to good harvests and favourable seasons, had the effect of reducing the labour market, with the result that building projects were delayed and allotments remained unspent; at the same time the increased spending power

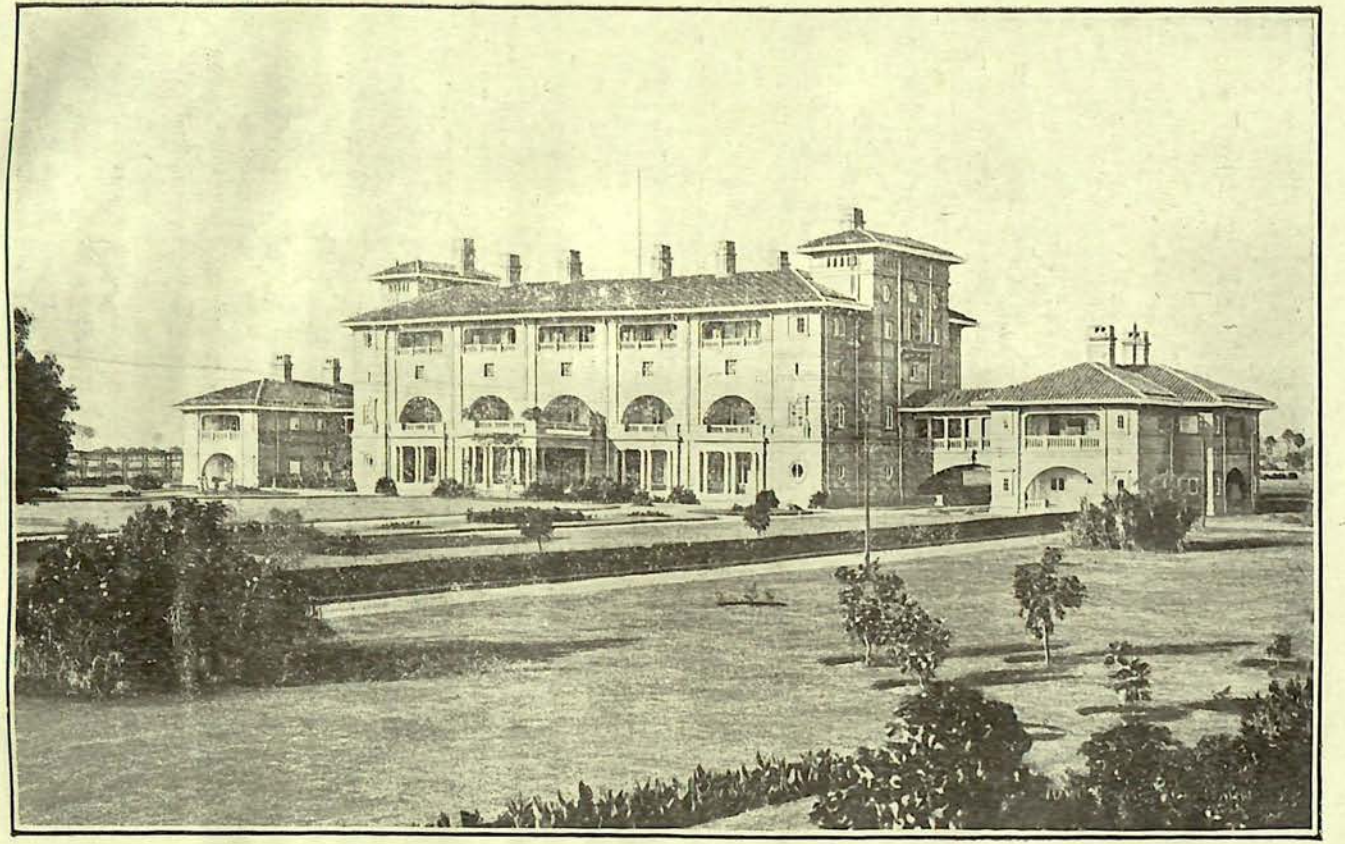
of the raiyat showed itself in the improvement of the receipts from excise and other heads.

Revenue during the year yielded 14 lakhs more than was expected, due to enhanced receipts from excise, registration and jails, which more than balanced a slight fall in income-tax realizations. Simultaneously there has been a saving in expenditure of 17 lakhs, due once again to over-budgetting and underspending of grants. This tendency towards undue caution in the framing of estimates was made the subject of adverse comment in the discussion on the budget. To some extent, as has been shown, it is unavoidable, and it is certainly an error on the right side. Government, however, have long recognised that some change in the method of framing the revised estimates was necessary, and during the year the work of the Accountant-General in scrutinising expenditure has been supplemented by controlling officers of certain departments. There is still some difficulty in reconciling the figures given by controlling officers with those of the Accountant-General, but the result of one year's working of the revised system gives hope that in future years the estimates of actual expenditure will be nearer the mark.

**Under-spending in certain departments.**

The result of this increase of revenue and decrease in expenditure is to leave the province with an estimated closing balance of 165 lakhs, the most satisfactory surplus since the lean years which accompanied the war. In these improved circumstances it is confidently hoped that this year substantial progress can be made with new projects. At the same time the fact remains that the total estimated revenue is still only Rs. 5,34,42,000, or Rs. 1-7-0 per head of population, which compares unfavourably with that of other provinces. As has been frequently pointed out, the province has still to meet the difficulties caused by its past attachment to Bengal. It still has no University buildings, no medical college and no veterinary college, and is faced with the prospect of heavy initial expenditure required for providing them. These projects have come appreciably nearer as the result of the cautious finance of the past few years, and should there be no unexpected set back it should be possible to make provision for them at no distant time.

**Future financial provision.**



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Government House, Patna. Front from North-East.

# CHAPTER III.

## The Legislative Council.

THE year 1923 marks the end of the first Council started under the Reforms and forms a fitting point from which to review the progress made towards the goal of responsible self-Government. The Legislative Council has been called the foundation-stone of the new structure of representative Government. It exercises pressure in three different modes, by its legislative authority, by its control of the public purse, and by its general criticism of the administration. This chapter describes the results accomplished by the Council and concludes with some remarks on the general election.

**Sessions of the Council.**

Two sessions of the Council were held during the year under review, of which the first was held at Patna and the other at Ranchi. In the course of the two sessions there were 34 meetings, of which 6 were wholly, and 2 partly, devoted to non-official business. The number of meetings was less by 13 than in 1922, when three sessions were held.

**Officers and members.**

During the year Khan Bahadur Khwaja Muhammad Nur continued to act as President. He had the occasional assistance of the Deputy President, Rai Bahadur Prithi Chand Lal Chaudhuri. A complete list of the members, Ministers and Councillors who constitute the personnel of the Council will be found in a separate appendix. There was only one change in the year among the representatives of Government occupying the front benches. Consequent upon the resignation of the Hon'ble Mr. Madhusudan Das in March, the Hon'ble Babu Ganesh Datta Singh accepted the portfolio of Local Self-Government. Among the elected members there were few changes. There were only two by-elections during the year, neither of which was contested.

The number of questions asked during the year was 385 against 642 in the previous year and 1,241 in the year 1921. The number of supplementary questions also decreased to 351, as compared with 885 in the previous year. It is only natural that there should be a gradual decline in the number of questions asked, as the period of the Council's existence draws to a close. Apart from the fact that members have had opportunity in earlier sessions to obtain information on subjects which interest them, it is also true that the necessity for questions gradually decreases as members become familiar with facts and procedure through the medium of Council debates. There is also a particular reason for the decline. The Council opened at a time when the political situation was abnormal, while the succeeding years saw a gradual return to quieter conditions. The number of questions framed with the intention of calling the attention of Government to grievances which might be considered to require remedy was in consequence proportionally less.

**Questions asked.**

There was also a marked decline in the number of resolutions moved. On the eight days on which private business was conducted, 18 resolutions were discussed as against 34 in 1922. More than half the resolutions had reference to the policy or action of Government in "reserved" subjects, that is to say, subjects whose control is vested in the Governor in Council and not in the Ministers. The control which the Legislative Council has over these subjects is, first, the power that is given to it to veto or reduce the budget demand in respect of any reserved subject (though this power of veto is subject to the Governor's right of certification), and secondly, its advisory power to pass resolutions making recommendations regarding reserved subjects. The resolutions so passed, though constitutionally not binding on Government, have weight as being the deliberate opinion of the elected representatives.

**Resolutions moved.**

**Resolutions relating to reserved subjects.**

Among the most important of the reserved subjects are the maintenance of law and order, and the control and management of police and jails. During the year, five resolutions on these subjects were debated. Of these four were carried and one rejected. The most important of the

**Resolutions relating to political prisoners.**

resolutions which were carried was one recommending to Government that political prisoners convicted under various enactments should be unconditionally released. It was urged in support of the motion that the political situation was quiet and that an act of clemency towards old offenders, while involving no risk, would be appreciated by the public. In the course of debate an amendment was put forward, making an additional recommendation that the notification under the Criminal Law Amendment Act should be withdrawn. In reply, Government made a full statement of policy. It was pointed out that the reasons which weighed with Government in rejecting a similar recommendation in the previous year were equally valid on this occasion. The request was particularly inopportune coming at a time when the all-India Congress at Gaya had recently called for money and volunteers for a renewal of the civil disobedience campaign. After a prolonged debate the amendment relating to the notification was defeated by the casting vote of the President, while the original motion was carried by a narrow majority of two votes.

The same topic was raised in the Ranchi session in a resolution asking Government to take steps to secure a general pardon of all political prisoners so as to enable them to stand as candidates for the Legislative Council at the forthcoming elections. It was pointed out in the course of debate that there were reasons, both legal and political, why Government could not give effect to the recommendation, but despite this, the resolution was adopted without a division.

**Whipping in jails.**

The attention given to the conditions of political prisoners in jails was responsible for a resolution on the general question of whipping in jails, which it was proposed to abolish. The motion dealt strictly with whipping as a punishment in jail, that is to say, as a method of jail discipline, but the discussion centered largely on sentences of whipping, and the theory of punishment. Although Government made it clear in the course of debate that whipping in jails was reserved for serious breaches of discipline, and was a power which could not be foregone without risk, the resolution was carried by a majority of 37 to 21. Another resolution affecting the administration of law was directed towards the prevention of bribery in courts and offices. Discussion brought up no lack of instances of dishonest

practices prevalent among subordinate officials, but no helpful suggestions for dealing with the evil were put forward.

Outside the sphere of law and order, resolutions were moved affecting the question of appointments, which come under the category of reserved subjects. A resolution was adopted recommending that the post of Secretary to the Legislative Council should be made a "listed post", or in other words, that it should cease to be reserved for members of the Indian Civil Service. The debate gave members an opportunity of expressing their satisfaction at the way in which official holders of the post had discharged their duties, while at the same time pressing for it to be thrown open to wider competition. Government in reply indicated that although they did not oppose the resolution, there were reasons why no immediate steps could be taken to give effect to these aspirations. On the general question of appointments a somewhat wider resolution was moved proposing that in all cases of appointments filled by nomination, the selection should rest with committees containing a majority of non-officials. It was pointed out in the course of debate that non-official opinion was already represented on certain selection committees, and to apply the principle to all appointments would be impracticable. The Council recognized the defects of the proposal which was defeated.

**Resolutions affecting appointments.**

Minor resolutions affecting reserved subjects dealt with such topics as the filing of plaints in Urdu script, the increase in canal water-rates, and the supply of information to proprietors defaulting in payment of land revenue.

**and other topics.**

Resolutions affecting the transferred departments dealt with a variety of subjects and were on the whole, of the nature of concrete practical proposals. Members, conscious of the fact that a resolution adopted would directly influence the policy of Government, showed a sense of responsibility which was sometimes lacking when reserved subjects were under debate. Most of the proposals which formed the subject of these resolutions, are dealt with more fully in considering the work of the particular department to which they refer, and it is unnecessary to refer to them in detail here.

**Resolutions relating to transferred subjects.**

One important resolution affecting education was carried after lengthy discussion. This was a recommendation that primary education should be made free and compulsory throughout the province. This provoked an interesting debate in which members, in their zeal for improved education, tended to overlook the practical difficulties of compulsion as well as the impossibility of providing education for all without fresh taxation, for which only a few were prepared.

**on education.**

Similarly in the debate on a resolution advocating the extension of the Local Self-Government Act to Chota Nagpur, more attention was given to securing uniformity throughout the province than to considering whether the division was sufficiently advanced to warrant the change.

**on the Local Self-Government Act.**

Railway matters attracted a certain amount of attention, both at question time and in resolutions. Government were asked to take steps to induce the Bengal-Nagpur Railway to provide for the comfort and convenience of third class passengers on certain routes. Although members have learnt that the provincial Government has no power over railway administration, the resolution served the useful purpose of calling attention to what has been generally recognized as a grievance of the travelling public.

**on railway matters.**

The political education of the individual member must necessarily be a slow growth, in the absence of any recognized party, capable of influencing its supporters collectively. It may be expected that the course of the next few years will see the beginnings of new party systems, though it is difficult at the moment to foresee what the individual parties will be. Some of the possible combinations, such as the landlords' or raiyats' party have already appeared when occasion required, only to disappear again, once the time for combined action was past. In India custom dies hard. For many years criticism of Government measures was the favourite sphere of activity of the Indian politician. Herein doubtless lies the reason for the absence of any constructive programme, or any combination of candidates pledged to any specific measures, apart from the purely iconoclastic programme of the Swarajist party.

**Growth of the party system.**

The debate on the budget occupied a large part of the first session of the year, and there were throughout the year frequent debates on various supplementary demands. The attitude of the Council towards finance has been dealt with in detail in the last chapter. Criticism, as in former years, was directed against the allotments for reserved subjects which were considered to benefit at the expense of the transferred departments. Government, however, were able to show that of the total expenditure on new schemes no less than three-quarters had gone to transferred departments. Members in consequence were more disposed to accept the necessity for the budget provision made, with the result that only six out of the eighty-two motions for the reduction or omission of budget demands were carried. The effect of the budget discussion was to reduce the total allotments by a sum of almost two lakhs. Over a lakh of expenditure was curtailed by the rejection of the provision for revision settlement operations in the Ranchi district. About half the remainder consisted of reductions made voluntarily by Government in deference to considerations raised in debate.

**Debate on the budget.**

The chief part, however, of the year's work was the passing of certain legislative measures. Of these, the most important was the Local Self-Government (Amending) Act. This measure carries one stage further the devolution already attained by the Municipal Act and Village Administration Act passed in the previous year. It establishes a system of direct election for membership of district boards and provides for an increased proportion of non-official members, who will in future be in a substantial majority. The privilege of electing a chairman, which heretofore had only been allowed to a few boards, has been extended as a right to all boards, with a further provision that no Government official may be elected as chairman, or take part in the election to the chair. This change is typical of the relaxation of official control over the boards, which finds effect in other directions. Wider opportunities are given to the boards of controlling education, public works, medical relief and public health within their areas, and simultaneously the restrictions placed upon their spending powers have been in some measure removed. It should be remembered also that district boards will, in the near future, have in their

**Local Self-Government Act.**

hands the control of the union boards which are to be constituted under the new Village Administration Act. The application of the Local Self-Government Amending Act, in the Santal Parganas and Chota Nagpur, has been modified by orders passed under the Backward Tracts notification.

Two other Acts passed during the course of the year deserve attention as being new departures in the sphere of legislation.

**Food Adulteration Act.**

The Food Adulteration (Amendment) Act is worthy of notice as being the only private Bill introduced during the first reformed Council. It extends the operation of the original Act to the sale of impure or adulterated drugs. The State Aid to Industries Act breaks new ground at an opportune moment. It has been pointed out elsewhere that the province contains valuable raw materials, in mineral and other forms, and that the expansion of provincial revenue is largely dependent on industrial development. The Act provides for State aid in the form of loans or other credit facilities towards the establishment of new industries. The Act is designed primarily to benefit Indian enterprise, especially in small industrial concerns.

**State Aid to Industries Act.**

Three minor amending Acts were passed during the year. The Jharia Water-Supply Amendment Act gives power to the Local Government to withdraw the Act of 1914 from any area to which it extends by its own operation, or to which it has extended by notification. The Patna University Amendment Act enables the Chancellor, who previously could only exercise the right of inspection himself, to depute any person to inspect the University on his behalf. The Chota Nagpur Tenancy Amendment Act, 1923, amends the principal Act in respect of the jurisdiction of courts in cases arising out of rights to pasture cattle and to take forest produce, and similar rights. In the beginning of the first session, the Council devoted five days to the discussion of the Bihar (and Orissa) Tenancy Amendment Bill which had been introduced and referred to a select committee in the previous year. The report of the committee and the experience of debates and conferences having shown that it was impossible to reconcile the conflicting interests of landlord and tenant, Government reluctantly decided to withdraw the Bill.

**Minor Amending Acts.**

The period of office of the first Legislative Council came to an end in September 1923, and a short interval elapsed before the General Election which took place on the 29th and the 30th November. The revision of the electoral roll, however, had been in hand since early in the year. This work devolved entirely upon the Government agency because no political organizations interested themselves in the maintenance of the roll, and voters have yet to learn the importance of having their names included. More than one prospective candidate found too late, at the scrutiny of nominations, that his own name or the names of his supporters were incorrectly recorded. When candidates disregard the preliminaries of the ballot system, it is hardly to be expected that the rank and file of the electorate will be better informed.

**The general election.**

**Revision of the electoral roll.**

The revised roll showed a small increase in the number of electors. The total number of voters on the rolls of the Legislative Council is now 338,507 or about 3 per cent. more than in 1920. The necessity for communal representation is shown by the fact that non-Muhammadan voters out-number Muhammadan voters by about 9 to 1. The polling this year was marked by an appearance of increased interest on the part of the voters. Compared with 1920, seven fewer candidates were returned unopposed, while in the 54 constituencies which were contested an average of 52 per cent. of the electorate exercised their votes. This compares favourably with the percentage of 40 per cent. recorded in 1920, when there was an attempt on the part of non-co-operators to boycott the elections. The increased number of candidates, the additional voters, and the activities of canvassers at the recent elections, where not explained by the intervention of Swarajist candidates, may be attributed largely to non-political and personal influences.

**Changes in the roll.**

**The polling.**

It would be unwise, however, to expect immediate results from institutions which are still a novelty. Although an average poll of 52 per cent. compares favourably with conditions at elections in Great Britain, it should not be forgotten that the franchise is still greatly restricted. In this province voters represent only 1 per cent. of the total population as against 46 per cent. in Great Britain. Nor would

**Remarks on the election**

any extension of the franchise be of any use until the voters have a clearer appreciation of the power of the vote and the issues which may be at stake. There was, in the last general election, no evidence whatever that candidates tried to educate the electorate. The political addresses were usually personal appeals on personal grounds. A few referred to the Salt-tax or to the increase in the rate of postage; more to Mr. Gandhi. Owing to the large areas of some of the constituencies, candidates rarely attempted any personal canvass and were usually content to secure the support of a few influential men who could bring pressure to bear on the remainder. The exceptions to this rule are sufficiently noticeable to deserve special mention. Candidates claiming to represent the interests of the tenantry opposed the landlords' nominees in parts of Bihar and Chota Nagpur and were on the whole successful. These members are not yet sufficiently numerous to form a raiyats' party, but a nucleus for an opposition of this type exists and may in time develope. Representative of the landlords, though less numerous than in the last Council, form the strongest party. The lawyer element is still prominent.

**Absence of political parties.**

Apart from the general run of candidates, there was a small minority, who though not pledged to the Swarajist party, were supported by its organization. Although on the whole, these Swarajist candidates had neither the local influence nor reputation of their opponents, they owed their election to the fact that they had a definite policy to present and an organization to canvass it. The success of their methods points the moral to the politicians of the future.

**The Swarajist party.**

# CHAPTER IV.

## Government and Economic Problems.

THE economic importance of agriculture in Bihar and Orissa needs no emphasis. The results of the census of 1921 showed that the population is predominantly rural. There are only four cities containing over 50,000 inhabitants, and the small towns carry on no extensive trade or industry likely to attract a manufacturing population. The urban population, which was 37 per mille at the recent census, has only increased by 3 per mille in the last 30 years, and shows little sign of development except in the case of Jamshedpur and the colliery area. Even there the industrial life of the province is confined to a comparatively small area near the mines, and the bulk of the province remains, as it always has been, a rural community. Out of every thousand persons, 963 live in villages: 814 are directly dependent on agriculture for their livelihood, and 652 are ordinary cultivators.

**Agriculture in Bihar and Orissa.**

The two chief crops grown in the province are rice and sugarcane. Although sugarcane is the more valuable of the two, the success or failure of the rice crop has a more direct bearing on the well-being of the population, as Bihar and Orissa alone contains 15 per cent. of the rice-growing area in British India. After sugarcane and rice, maize is the most important single crop in the province, but of greater collective importance than any single crop except rice, are oil-seeds, pulses, *juar* and the smaller millets.

**Climatic conditions in 1923.**

Both sugarcane and rice depend for their success on timely rainfall, but while the irrigation of cane requires careful control and good drainage to prevent the danger of the cane becoming water-logged, the rice crop requires a constant supply of moisture which can seldom be too liberal. Climatic conditions in 1923, the length and distribution of the monsoon rainfall, were not specially favourable to either of these crops. This was unfortunate, as the prospects at the end of 1922 seemed to point to the continuance of the good harvests of last year. The rice crop of 1922 was estimated at 20 per cent. above normal, and a favourable

sowing reason for *rabi* crops, with heavy rain at the end of September and some rain in October 1922, gave hopes of an unusually good yield of spring crops also. The rainfall from November to January was light and scattered, and conditions generally continued favourable to the growth of the crops, but this was followed in February by general heavy rain which, though beneficial to wheat and late *rabi* crops, was somewhat prejudicial to oilseeds. The general effect of the winter rains was that pulses, which form one of the principal exports from Bihar, fulfilled expectations, but the yield of cereals was disappointing. On the whole, the *rabi* crop was estimated at no more than average. Good rain in February and March favoured the preparation of land for sowing broadcast paddy in Chota Nagpur and Orissa where this method of cultivation is used over a large area. This was the more fortunate, as the monsoon was late and somewhat unevenly distributed. During July, August and September the rainfall in Orissa and also in Bihar was much below normal, while the fall in Chota Nagpur on the whole was considerably above normal, especially in the month of August. As an instance of the unequal distribution of the monsoon, it may be mentioned that at one time the aggregate rainfall in Ranchi was twenty inches in excess of the normal, while at the same time, the fall in Monghyr, barely a hundred miles away, was as many inches in defect. One result of this concentration of the monsoon rainfall in the high plateau of Chota Nagpur was to cause floods in the Son river which, coinciding with a high flood level in the Ganges, caused general destruction of crops over an area of 600 square miles. This combination of drought and flood produced an unwelcome result in districts bordering the Ganges, where cultivators had the mortification of seeing their crops, already damaged by lack of rain, submerged by floods of river water. The excessive rain and floods in August ruined some of the *bhadai* crop in Patna and Shahabad, and especially damaged maize in parts of Champaran, Palamau and Manbhum. With the exception of these areas, however, the *bhadai* crop was elsewhere only a little below normal. In particular, Autumn rice and *marua* in Chota Nagpur had a favourable season, and also maize in North Bihar where it forms a most important crop. The net result of flood damage to the *bhadai* crops has been to reduce the yield which would probably have been within 10 per cent. of the normal to an estimated deficit of 15 per cent. The monsoon finished well, with good rain in October over the greater

part of the province, but it was too late to save the paddy in Bihar. The effect of the late arrival of the monsoon had been to delay the transplantation of the winter rice crop in Bihar, and in Bhagalpur Division little more than two-thirds of the normal area was grown. The total yield of the winter rice crop on an area reduced by 10 per cent. was estimated at 30 per cent. below the average. The *rabi* crops of 1923-24 have on the whole again got a good start, and are particularly good in the flooded areas where there has been a general deposit of silt. In parts of South Bihar, however, where the October rain failed, their condition is less prosperous.

Though the uneven rainfall was unfavourable to rice in 1923, other crops were less affected. Sugarcane, which is an important crop in Bihar and is being taken up increasingly in Orissa, showed an increase of two thousand acres over last year's cultivation. Although conditions were generally favourable for planting, the young crop suffered to some extent owing to excessive heat in a few districts. With the break of the monsoon in July, an improvement in the condition of the crop resulted, though this was discounted in a few places by deficient rainfall after October. The crop, however, is expected to be above normal in Muzaffarpur and Darbhanga, and 91 per cent. of normal over the entire province. With the increased area of 307,300 acres, an outturn of 3,186,700 tons of cane or 6,373,500 cwts. of *gur* is confidently anticipated.

**Sugar.**

The area under cotton has also shown a slight increase, being 79,564 acres against 78,288 acres sown last year. The cause may be attributed to the favourable weather conditions at the time of sowing, and also to the *swadeshi* movement in Muzaffarpur. The sowing of cotton begins over the greater part of the province in June and the crop is picked from October onwards. A small area also is sown at the end of the monsoon in North Bihar and in Orissa, and is picked in the hot weather. The combined crops are expected to give an outturn of 16,199 bales, or an increase of over two thousand bales over last year's produce.

**Cotton.**

Indigo, though less valuable as a product than in the latter years of the war, is still one of the important crops of the province, which contains 16·3 per cent. of the total area under indigo in British India. Cultivation, however, is declining in favour of more profitable forms

**Indigo.**

of good crops and sugarcane, and the area sown in 1923 was estimated at 24,800 acres against 35,400 acres of the preceding year. The weather during the year has been favourable to the crop, and even on the reduced area, a yield 3·5 per cent. heavier than last year's outturn is expected.

**Effect on prices.**

The year has seen a steady drop in the price of food-grains, consequent on the good harvests of the past two years, from which large stocks have been carried over. The bumper rice crop of 1922 was succeeded by a winter rice crop which was considerably above normal in the Chota Nagpur plateau, and elsewhere was ample for the year's requirements. The effect of the carrying over of large stocks of rice was to cause a drop in prices at the beginning of the year, which almost entirely obliterated the normal rise in the price of rice between harvests. Ordinary rice, which in January 1923 stood at 7·15 seers to the rupee on an average throughout the province, rose gradually during the summer to 6·9 seers to the rupee in August. As supplies of early rice reached the market, the price declined again to 7·7 seers to the rupee in December. Maize, which in normal years follows the same curve with somewhat smaller variations, consistently cheapened throughout the year and showed no recovery in prices. Starting at 10·2 seers to the rupee in January 1923, it fell gradually to 12·3 seers to the rupee in October and stood at the very low figure of 14·3 seers to the rupee at the end of December.

**The work of the Agricultural Department.**

The review of the chief crops grown and the effect on them of climatic conditions throughout the year, emphasizes how dissimilar the soil, crops and method of agriculture are in the different tracts which make up the province; and how impossible it is for rainfall to be distributed so as to be equally favourable to all crops in all localities. The diversity of agricultural conditions is one of the chief difficulties with which the Agricultural Department have to contend. North and South Bihar, Chota Nagpur and Orissa each have their own problems, particularly of soil and drainage. This fact has rendered impossible the concentration of research and field testing in one area, and has necessitated the growth of central and subsidiary farms in various representative tracts to solve the problems of crops, seed and cultivation appropriate to each area. The oldest of these central

farms are those at Sabour near Bhagalpur and at Cuttack, both established before the separation of the province. Within the past five years there has been an extension of farms in all divisions, more especially in those of Chota Nagpur and Orissa. By the end of 1923 central farms have been established in all five divisions, though the land for the central farm at Gaya in the Patna division has only just been acquired. Subdivisional farms are at present working at three typical areas in Orissa and two further sites have been selected in the Jajpur and Puri subdivisions. Similarly Chota Nagpur has farms at three subdivisional areas and is preparing to extend them to two more. In Bihar the system of farms is less developed, but during the year sites were acquired for small farms at Nawada, Bikramganj and Banka, while land was set apart for a farm at Purnea of which the trustees of the Purnea Tournament Fund will bear the expenses. Land has also been acquired for the extension of the small farm at Angul, formerly controlled by the Deputy Commissioner, which will be managed by the Agricultural Department.

**Improvements introduced.**

The results of experimental work, both in the laboratory and on the farms has been successful in introducing a number of improvements. Some of these are so immediately beneficial that a mere trial is sufficient to convince the cultivator, while others require prolonged demonstration by a trained staff. Among the first class may be reckoned the introduction of new varieties of seed. Cultivators with suitable land were not slow to recognize the merits of the new type of Kakya Bombay jute, and Dahia paddy. The latter has secured an exceptionally strong hold in the Bhagalpur division, where there were 15,000 acres under this variety in the Banka subdivision alone. Similar success was obtained with groundnuts in the Patna division, and Coimbatore sugarcane in North Bihar. Unfortunately in none of the cases of improved seeds has the department a farm which provides an adequate local basis for a seed supply except in respect of cane at Sepaya. The area suitable for Dahia paddy at Sabour is insignificant, and there is no farm at work in the Patna division on which groundnuts can be grown, nor in Purnea for jute. The organization of a system of local multiplication of pure seed with the assistance of private persons has its disadvantages, but it is at present the only way out of the difficulty. In addition to the varieties of seed already mentioned, there are now

three promising varieties of paddy, one of sugarcane and one of gram which are being multiplied for extensive trial on the department's farms and on cultivators' land.

Among the second class of improvements which require more prolonged demonstration may be mentioned the manuring of paddy with *dhaincha* grown with superphosphate in South Bhagalpur. The practice of sowing *dhaincha* with broadcast paddy as a green manure was introduced some years ago in the Orissa delta where it has been very widely adopted. The use of a chemical fertiliser will make this type of paddy cultivation suitable to the conditions of parts of Bihar also. Other improvements which have now passed beyond the stage of experiment are the use of gypsum as a manure for groundnuts, and sulphate of ammonia to supplement castor cake in manuring potatoes. The demonstration of all these methods requires a thoroughly trained staff, and it has so far been found impossible, on four central farms, to accommodate and train a staff to keep pace with the rapid development of small farms. The Gaya central farm, which will be started early in 1924, will eventually relieve the situation and help to provide an adequate number of recruits.

**Use of special fertilisers.**

A type class of improvement which requires prolonged demonstration is the control of irrigation and the provision of proper drainage. The results achieved by this means in sugarcane cultivation amply repay the extra expense and labour involved. The normal sugarcane crop grown in Orissa, for example, without suitable drainage and manure, averages six feet in height and would yield at the most 15 tons per acre. Cane grown under test conditions on a field properly drained and manured, attained an average height of 18 feet and yielded about 40 tons per acre. Another illustration of the control of irrigation is to be found in the system of high level *bandhs*, which has been introduced to improve valley cultivation in Chota Nagpur. The system improves on the present practice of building a dam across the valley to form a reservoir, and, by trapping the water on the uplands on each side of the valley, conducts it in channels on to terraced fields which can be carried much higher up the side of the valley than is the case at present, leaving the low-lying lands in the bed of the valley free for valuable crops, such as sugarcane

**Improved methods of irrigation and drainage.**

or beans. The system is being popularised in Ranchi by demonstration to representatives of co-operative societies, and it has also been adopted in two Government estates.

**Well-boring.**

No less important to the cultivator, especially in the Gangetic plain, is the question of an adequate supply of water for irrigation from wells. Apart from the work already being done in this connection in Government estates for the benefit of tenants and elsewhere by co-operative societies, district boards and village communities, there is also a separate branch of the Agricultural Department for the purpose. The number of borings made during the year increased from 73 to 114, but the progress made in the Patna division, where there is the greatest scope for improving the supply of water for agricultural purposes, was not satisfactory under the system of dual control between the district boards and the Agricultural Engineer. In future the Agricultural Department will itself undertake all borings for irrigation, and this change, combined with a reduced scale of changes for the work, should lead to greatly enhanced results.

**Canal systems.**

Another important aid to agriculture in the province is supplied by the canals, which not only serve the purpose of irrigating the cultivators' fields, but also in some cases protect large tracts from floods, and some areas are used for navigation. There are four major canal systems in the province, namely, the Orissa and Son canals, and the Tribeni and Dhaka canals. Of these the first two used to be classed as productive, and the latter two as protective, as their main function was to insure against famine. All four systems, however, have now been classed as unproductive, as at present none of them produce a net revenue sufficient to pay six per cent. interest annually on the capital outlay.

**Navigation canals.**

Both the Orissa and the Son canals were originally intended to combine irrigation with navigation, but the opening of new railways has destroyed all hopes which may have been entertained of making either system a paying concern from the point of view of navigation. The navigation receipts from the Son canals have averaged only Rs. 26,000 for the last triennium, and receipts from the Orissa canals have fallen from Rs. 90,000 in 1900-01 to Rs. 70,000 this year. The decreased revenue from irrigation charges has induced Government to consider the abandonment of the Orissa Coast canal

which has been working at a loss of about Rs. 20,000 a year in recent years. This is a salt-water canal, originally designed to connect Cuttack with Calcutta, which also provides a valuable means of local communication in a district otherwise badly served. It has been decided to continue to work the canal until the survey of the coast districts in Orissa is completed, and, in the meanwhile, the tollage rates on this and the fresh-water canals of Orissa have been raised by fifty per cent. There has also been a corresponding increase of fifty per cent. in the tollage rates on the Son canals. The returns for the year 1922-23, before the enhanced rates came into force, show a slight improvement over last year's receipts from navigation on both the Son and Orissa canals, but a comparison with the receipt of the last six years shows that, as a form of communication, canal transport is steadily declining.

**The main irrigation canals.**

The chief function, however, of all the four canal systems is irrigation. During 1922-23 the area irrigated by the Orissa and Son canal systems, was 855,215 acres, or 47,412 acres less than in the previous year. The decrease in the area under artificial irrigation was due to the favourable rainfall. The gross receipts from all sources amounted to Rs. 29,28,226 against a sum of Rs. 30,64,974 in the previous year. The decrease was due to the fact that a smaller area came under *kharif* lease during 1922-23 and also to the adjustment of the receipts for *rabi* lease of the previous year. The area irrigated by the Tribeni and Dhaka canals was 67,088 acres against 98,416 acres in the preceding year, and the working expenses exceeded the receipts by over a lakh of rupees. Viewed as a business concern, the canals are not yet profitable. The Son system is just paying a return of five per cent. on the capital invested, exclusive of the interest charges, while the Orissa, Tribeni and Dhaka canals barely pay working expenses and occasionally bring in a small return. With the gradual increase of irrigated area and rates, it is hoped that the revenue will gradually increase.

**Collection of water-rates.**

A resolution was moved in Council in 1922 recommending that the assessment and collection of water-rates on the Son canal should be under the control of the same agency. Steps have been taken during the year to give effect to this resolution in the administration of the Champaran canals. The water-rates in these

canals, which have hitherto been realised by the Collector of Champaran, are now being collected by the Irrigation Department, the deputy collector, Son canals revenue division, being responsible. Further, with a view to economy, the mufassal revenue staff has been given both assessment and collection work, for which previously two separate staffs were maintained. The increase in the water-rates of the Son canals which took effect in March 1923, was warmly opposed in the Council when the subject of the irrigation budget came up for discussion. Although the motion for the reduction of budget demands was ultimately withdrawn, the subject was raised once again later in the month, when a resolution was moved recommending that the recent increase in the water-rate of the Son canals should be cancelled. Members failed to appreciate the fact that though the Son canals had shown a profit on the year's working, they did not yet produce a net revenue of six per cent. of the capital outlay and could not, therefore, be classed as productive. Disregarding all considerations of whether the enhanced rates were fair and equitable, opinion in the Council assumed that the cultivation near the Son canals was being unfairly "penalised" to make good the losses on the Orissa canals, and the resolution in favour of cancelling the rates was in consequence adopted, but was not accepted by Government.

**The Council and irrigation.**

Reductions in budget demands were also proposed in order to draw attention to the unsatisfactory state of the Orissa canals which have long been a difficult problem to Government. There can be little doubt that there are grave dangers to be anticipated from the gradual rise in the level of the river beds in the Orissa delta, due in part to the water being held up by anicuts to feed the canals, and in part to the canal embankments retaining in a narrow channel the sand and silt which would otherwise be widely distributed. The result is too often that the canal mouth can only be kept free to supply water with great difficulty and expense, and certain areas in the neighbourhood of the rivers are rendered non-cultivable owing to a deposit of sand. Even the areas protected by embankments do not benefit as they should, as in the event of the embankment giving way in an abnormal flood, as occurred in 1920, their low level makes flood damage more disastrous. The embankment and drainage survey of the coastal districts of Orissa which is now

**Condition of the Orissa irrigation canals.**

nearing completion should throw light on the conditions which produce high floods, and suggest remedies to counteract their effect.

**Embankments.**

Besides the canal embankments, which, though primarily designed to protect the canal, indirectly influence the drainage of large areas, there are also protective embankments proper, whose purpose is to confine rivers within their banks, or to secure low-lying country against the risk of flood. The total length of embankments of all classes maintained by Government in 1922-23, was over 657 miles, on which Rs. 1,22,553 was spent. This sum represents ordinary maintenance and river protective work, and was less than half the usual expenditure, owing to the moderate floods of last year. During 1923, however, extensive havoc was done by extraordinary floods on certain rivers. The flood level of the river Son broke all past records, and caused damage to the anicut at Dehri and also to the Son canals estimated at about 3¼ lakhs. The Tribeni canal was also breached in several places by the streams which came down from the Nepal foothills in high flood. Simultaneously with the Son flood, there was an abnormally high flood in the Ganges, which exceeded the highest flood level and overtopped the Bankipur-Dinapore road embankments in several places. A committee was appointed in consequence to investigate the question of protection of towns and villages from the effects of high floods in the Ganges, Son and Gogra rivers. The recommendations of the committee are under the consideration of Government.

**Effect of embankments on floods.**

The problem, however, is one which it is not possible to solve completely by any local action. The only method by which flood can be completely controlled is by constructing retarding basins at a sufficient number of places in the upper reaches of rivers to enable a flood to be spread over a long period, which will allow the channels to carry off the drainage without overflowing their banks. The cost of this method of flood protection would be altogether prohibitive in a small province. Whatever action is taken in the lower reaches of a river can only be palliative. The channels of all rivers adjust themselves to carry the normal discharges, and any sudden increase above the normal can only be met either by continuous embankments or by allowing the rivers to spill over their banks. The construction of continuous embankments is attended by three dangers: The beds of embanked rivers tend to

rise, owing to there being no exit for the sand brought down: secondly, the intensity of flood lower down is increased, and lastly, when breaches do occur, the damage is much more serious than when the river is allowed to spill over its own banks. The solution of the problem, therefore, lies in the provision of adequate spill-ways and careful control over the construction of railway and private embankments likely to interfere with the natural drainage.

**Economic importance of cattle.**

In a province such as Bihar and Orissa which is predominantly agricultural, the economic importance of cattle needs no demonstration. Apart from their value for ploughing and carting and the supply of milk products, there is an important trade in hides, while fuel-cakes made of dried cattle dung are so extensively used as to limit the normal use of cattle dung as manure. A cattle census, taken in 1920, estimated that there were, throughout British India, 57 cattle per 100 acres of sown area and 61 cattle per 100 of the population. This province, which contains in Bihar a few exceptionally fine grazing grounds, showed a cattle population of over 24 millions, representing over 70 cattle per 100 of the population, and 94 cattle per 100 acres under cultivation. The chief breeding and grazing grounds are along the Ganges, Gogra, Gandak, Son and Kosi rivers, in the Kaimur hills, and in the jungles of north Champaran along the Nepal border. Neither Orissa nor Chota Nagpur possesses such facilities as Bihar proper, and this is reflected in the comparative scarcity of fairs and markets and in the inferior type of cattle in those parts of the province.

**Cattle-breeding.**

Considering the vital importance of good cattle to an agricultural population, veterinary problems have not so far received the attention they deserve. Such interest as the topic arouses is limited to the question of cow-killing, and tends to neglect the main issues of improving the breed so as to produce the healthiest and most useful types both for draught and milking purposes, and secondly, of the prevention and cure of disease. For cattle-breeding, so far, relatively little has been done. The question was examined by the Agricultural Committee, who recommended the closing down or contraction of the breeding operations at Sepaya, where a number of bulls were being bred with the object of improving the draught cattle of the province, and considered that breeding should only be undertaken with a view to producing milking strains, and in those places where

there was a ready market for milk. This recommendation, which was accepted by Government, practically precludes any attempts being made to improve plough bullocks and other draught cattle independently of the milking capacity of the cows. Such breeding as is now being attempted is mainly with a view to produce good milking strains. Breeding herds are maintained at the Government farms at Ranchi, Sepaya and Sabour, and it is proposed also to establish a new farm at Monghyr purely for breeding cattle. The objects of these herds are first to breed bulls of good milking pedigree, then to cross these bulls with local cows in order to obtain by selection a type of animal which will give a better yield of milk and comply with the local requirements in other respects. One hundred and eight bulls have been distributed from the Sepaya and Ranchi farms in the last eight years to district boards, municipalities, jails, co-operative societies and private persons. There is not, however, at present any considerable demand for the type of bulls so far produced, because the animals bred are considered too heavy and slow for ploughing, and do not conform to prejudices in the matter of appearance.

**Cattle disease.**

The comments made last year on the prevalence of contagious diseases hold good also for the year 1923. The annual mortality statistics, incomplete as they are, show that the loss sustained by cultivators is very considerable. During the period from 1st April 1922 to 31st March 1923, over thirty thousand deaths from various contagious diseases were recorded, and of these twenty-two thousand were attributable to rinderpest, the remaining eight thousand being caused by hæmorrhagic septicæmia, anthrax, black-quarter and foot and mouth disease. The total number has exceeded the number of the corresponding period of previous year by over two thousand. It is satisfactory to note that up to date no severe and extensive outbreaks have been reported, with the result that only twelve thousand deaths occurred between the 1st April and the 31st December 1923, compared with twenty-one thousand of the previous year. Over thirty-nine thousand cattle were affected, of which fourteen thousand were from foot and mouth disease. Rinderpest and hæmorrhagic septicæmia occurred in all districts except Cuttack and Angul, but the outbreaks were mostly of a localized character. Foot and mouth disease appeared in all districts except the Santal Parganas, and as usual mortality was negligible.

Treatment by inoculation was introduced wherever possible, and to its widespread use may be attributed the fact that the large outbreaks of rinderpest recorded last year were brought under control. During the year 1922-23, nearly one hundred and sixty thousand cattle were inoculated against the four principal diseases, rinderpest, hæmorrhagic septicæmia, anthrax and black-quarter, compared with one hundred and twenty-three thousand, and ninety-two thousand respectively during the years 1921-22 and 1920-21. Of those inoculated only 626 died, the death-rate being approximately one in every two hundred and fifty as in the previous year The average number of cattle that die uninoculated being three in every ten attacked, the total number of cattle directly saved by inoculation may be reckoned at forty-eight thousand. From the 1st April to the 31st December 1923, ninety-seven thousand cattle have been protected by inoculation. The continual increase in the number of inoculations, which can only be carried out with the consent of the owners, shows a growing appreciation of its value among those chiefly concerned.

**Value of inoculation.**

The want of a large subordinate staff is still keenly felt. This is exemplified by the fact that during the year 1922-23, out of 6,452 outbreaks reported, help could be given in only 4,506 and of this number again, inoculations were performed in only eleven hundred outbreaks. During the nine months of the current year, out of a total number of 3,094 outbreaks reported, 2,439 have been attended, including 777 outbreaks in which inoculations were undertaken. Government have therefore under consideration a scheme by which the number of touring veterinary assistant surgeons will be increased by 63, bringing the total staff in the districts up to 189. There will then eventually be three officers for each subdivision, instead of the two at present sanctioned. Under the same scheme, the number of inspectors and leave reserve officers will be raised from twelve and fifteen to nineteen and twenty respectively. A new range comprising the districts of the Orissa division and Singhbhum, Manbhum and Ranchi of the Chota Nagpur division has been opened under an officer of the Indian Veterinary Service with headquarters at Cuttack. It is hoped to provide this range with a laboratory like the North Bihar and Central Ranges from the 1st April 1924.

**Lack of staff.**

The number of veterinary hospitals has been increased from twenty-six to twenty-seven by the opening of a new hospital at Samastipur. New buildings have been constructed at Dumka and Chaibassa with accommodation for in-patients, but, owing to lack of officers the hospitals are still in charge of the touring veterinary assistant surgeons stationed at those places. Four new dispensaries have also been started at Khagaria (Monghyr), Dhanwar and Ramgarh (Hazaribagh), at Warsaliganj (Gaya), bringing the total number of these institutions to sixty-eight. An additional post of touring veterinary assistant surgeon has been sanctioned for Gaya Sadr and will be filled in April. The district boards of Hazaribagh, Ranchi and Puri contemplate building new hospitals, the former at Kodarma and Ramgarh, and the latter at their respective headquarters, conditional on Government grants being received. The treatment of animals at the hospitals and dispensaries is becoming increasingly popular as more than thirty thousand patients were attended at the hospitals, in addition to six thousand six hundred cases which received advice only; more than eighty-one thousand cases were treated by touring assistant surgeons at the dispensaries and on tour.

**Hospitals and dispensaries.**

The proposal for the establishment of a veterinary college for this province was further considered by the Agricultural and Veterinary Advisory Board in July 1923, but it was considered that the project was not urgent. Arrangements have been made, however, at the Muktesar laboratory for training officers of the superior staff. One of the Indian Veterinary Service officers attended a course of instruction for two and a half months, while a provincial service officer has gone through a post-graduate course for one year and a half with a view to his being eventually appointed to the Indian Veterinary Service, if his work proves satisfactory. A candidate for this service also proceeded to England as a State scholar and joined the Royal Veterinary College, London, in October last.

**Training in veterinary work.**

The two great problems which confront Government in their efforts to improve the economic condition of the people of the province are the ignorance and illiteracy of the masses, and secondly the burden of debt among the lower classes,

**The co-operative movement.**

Although the co-operative movement is primarily concerned with the second of these factors, it has played a considerable part in the progress made during recent years towards the elimination of ignorance and disease. The problem of indebtedness is largely an agricultural one, as loans in the majority of cases are based on the only form of security which the borrower can offer, namely his land. The importance of the work of co-operative societies in a province which is mainly agricultural can therefore be readily appreciated. The rapid development of the movement during the past ten years shows that the public are not slow to recognize its value, and the record of steady progress has continued uninterrupted even during the recent political unrest. Ten years ago, at the end of the year 1913-14, the number of members of societies was less than fifty thousand, with a working capital of under fifteen lakhs of rupees. At the end of March 1923, the membership had risen to over 152 thousand, and the working capital to more than 105 lakhs of rupees. Further progress during the remaining months of 1923 has raised the number of societies of all kinds at the end of the year to 5,865, with a total membership of over 1,60,000 and a total working capital of more than two crores of rupees.

**Growth of the movement.**

The comparative figures in the diagram reproduced opposite indicate the rapid progress made in the past ten years, and also emphasize the growing financial stability of the banks. The growth of public confidence in the movement is proved by the increase in the total deposits held by the various central banks and societies from 63 lakhs last year to 88 lakhs in 1923, while the aggregate reserve funds at the end of the year amounted to about 14 lakhs of rupees. There are now 48 central banks and unions, the majority of which have reached the stage of financial stability. Their paid-up capital forms a substantial portion of their total liabilities, while their reserves have in several cases either equalled or nearly approached their share capital. A number of them obtain all the deposits they want within their own areas and require practically no advances from the Provincial Bank. The number of guarantee unions during 1923 rose from 92 to 118, and by the end of the year 935 societies were affiliated to these centres. Altogether 869 new societies of all classes started work during the year, comprising three central banks, 800 agricultural societies and 40 non-agricultural societies and 26 guarantee unions.

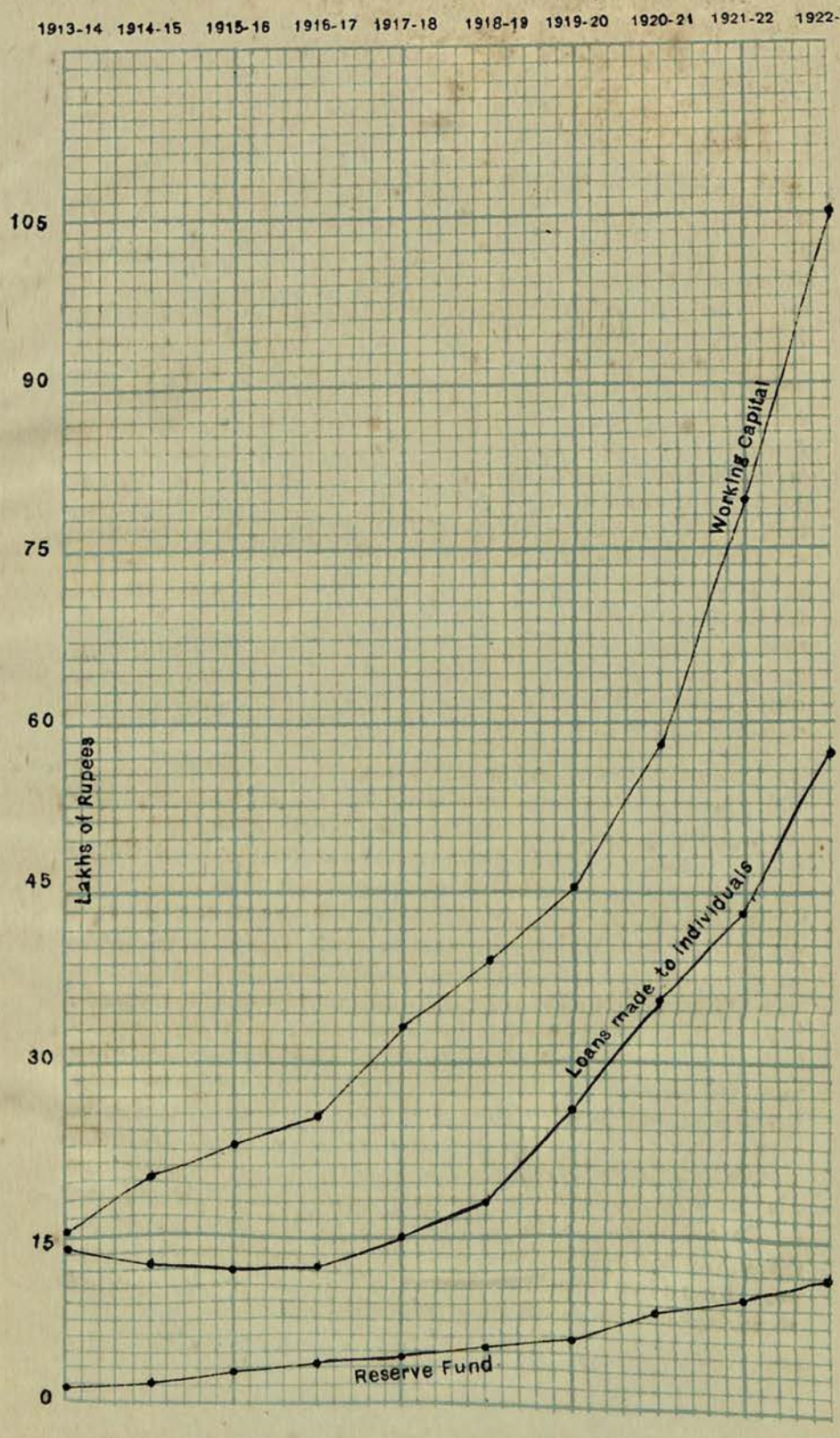



Diagram showing the working capital, loans made to individuals & reserve fund of co-operative societies from 1913-14 to 1922-23

As might be expected, the agricultural societies form the backbone of the movement, and there were at the end of the year 1922-23,

**Agricultural societies.**

4,962 societies of this class, of which all except 25 were credit societies. Credit societies exist mainly for supplying capital for productive purposes, and though in a certain proportion of cases loans have to be given which promise no direct return, both central banks and societies have learnt to distinguish between loans for productive and unproductive purposes, and have kept down the latter class. Of the 45 lakhs of rupees given to members by credit societies during the year, 31·3 per cent. was devoted to productive purposes such as the expenses of cultivation, land improvement and the purchase of land and cattle; 18·2 per cent. to trade and the purchase of raw materials, and 36·3 per cent. to objects ultimately productive such as the payment of rent and clearing off of debts and mortgages. Only the comparatively small percentage of 5·2 per cent. was spent on marriages and festivals, which in the past were the chief source of the cultivators' debts.

One form of agricultural credit society takes the form of grain golas, in which members deposit produce in lieu of cash, against

**Grain golas.**

which they can take loans for seed purposes. The total number of registered grain golas was 85 at the end of the year, of which 34 were situated in the Angul area. The average quantity of paddy in each gola is over one thousand maunds and the average membership is about three hundred. With proper supervision, these golas are likely to be of the greatest assistance to the agriculturists and to the administration in time of scarcity, but their profitable management requires a closer study of the movements of the grain market than most organizers can give. The low level of grain prices during the year, for example, was unfavourable to the agricultural sale societies, whose prosperity follows the fluctuations of the market. There were 31 such societies in the province at the end of the year.

Although the co-operative movement deals mainly with agricultural indebtedness, the movement is gradually extending to

**Non-agricultural societies.**

classes other than the cultivator. There are now 301 societies classed as non-agricultural, of which 129 are credit societies and the remainder comprise stores, production and sale societies and other societies of a miscellaneous nature. There are 263 village societies of the

ordinary unlimited type, but composed of weavers, carpenters, blacksmiths, fishermen, oil pressers, bangle-manufacturers, and similar trades. Some of these village artisans, as for example the weavers, are receiving technical advice and training from the Department of Industries. Others obtain benefit from societies which enable them to make joint purchases of raw materials and stock their finished articles until the market is favourable. Apart from these, there are two important weavers' stores at Bhagalpur and Ranchi, which have been established for some years, but have still not got clear of initial difficulties. On the success of this type of society the future of the handloom weaver greatly depends, since without organization he will find it difficult to hold his own against the power mills. During the year an automobile co-operative association came into being at Bhagalpur, composed of owners of motor cars as members, for dealing in petrol and motor accessories. Fishermen's societies in Orissa increased from 25 to 35, and a store was organized for their benefit. At present the store meets the ordinary requirements of the fishermen, its ultimate object being the export of fish to Calcutta and other places, which is now in the hands of middlemen. Other enterprising societies which are doing well are the Nokha shoemakers' society, the soda-water factory managed by the Sambalpur town co-operative society, the Baidyarajpur society for the production and sale of bell metal utensils, and the Sri Radhanath co-operative press. Consumers' stores in urban areas with one or two exceptions, are not proving the success in this province which they have proved elsewhere. This class of society, as well as societies formed for irrigation by power and the use of machinery generally, present special difficulties in a backward province; and the further organization of societies which deal with mechanical plant will be under the control of the Development Board.

**The movement and agricultural improvements.**

Co-operative societies provide one of the best channels through which the departments of Government interested in the welfare of the cultivator can work, and in particular the Agricultural, Veterinary and Public Health Departments are taking more and more advantage of its organization. The Agricultural Department during the year gave demonstrations at the farm near Ranchi to local co-operative societies of a new method of valley irrigation, the value of scientific manuring, and up-to-date

methods of preserving cattle-fodder. The cultivation of groundnuts was encouraged in the Chota Nagpur area by the distribution of seed and explanatory leaflets. The area under sugarcane grown by members of societies in Orissa and North Bihar was increased, and superior kinds of cane were introduced by the Pusa farm to cultivators. Improved varieties of wheat, paddy, jute and potato seed supplied by the department were popularized through the central banks, as for example, 2,000 packets of the successful Dahia paddy were distributed to societies in the Khunti, Gobindpur, Ranchi and Hazaribagh areas.

**Land Improvements.**

Attention has also been given by central banks to increasing cultivation by land improvements. This aspect of their work received special impetus last year, when a Government loan of Rs. 10,000 was distributed for the construction of *bunds* and the provision of irrigation facilities in Chota Nagpur. In addition, loans given out by central banks from their own funds for land improvements amounted during the year 1922-23 to Rs. 19,000, which brings up the total advanced by them up-to-date to Rs. 60,000. Of the year's allotments, Rs. 11,000 was for the construction of wells and embankments for storage of water and Rs. 8,000 for the reclamation of waste lands. The results of the improvements effected have justified the outlay. The wells have enabled members to grow potatoes, sugarcane, *rabi* and other valuable crops in lands which yielded little or no profit before, and in consequence repayments of the loans are proceeding satisfactorily.

**Central banks and education.**

The central banks have continued to give increasing attention to the question of spreading primary education. The last congress of the Co-operative Federation recommended that every central bank should have an education fund for which it should set apart five per cent. of its annual profits. The contribution of the central banks to this fund during the year was Rs. 3,661, and the fund was augmented from time to time by reserve funds of liquidated societies being placed in it. Altogether the contributions to this fund amounted to not less than Rs. 15,000, while the total grant received from district boards came up to Rs. 25,000. As an illustration of the work done, mention may be made of the Nawada Central Bank which during 1923 added two more to the eight

patshalas previously under its control and contributed towards the construction of a school building for a depressed class called Rajwars. Again, Rohika union raised a subscription among its members and started six new schools, devoting grants from their profits and reserve fund to the construction of buildings and the purchase of books.

**Public health.**

The Co-operative Department has also maintained touch during the year with the Department of Public Health, with a view to spread among village people a knowledge of the simpler rules of health and sanitation. In the Bhagalpur, Tirhut and Patna divisions, advantage was taken of the annual general meetings of central banks to give lectures and occasional magic-lantern demonstrations on the subject of village sanitation and about four thousand leaflets have been distributed through central banks. The Masaurhi central bank has initiated a scheme for medical relief and distributed to its societies medicine boxes containing homely remedies for the commoner ailments. In this way the co-operative banks pave the way for the work of the specialist departments, and popularise their methods. An instance of this occurred during the year when the manager of the Masaurhi central union assisted the local veterinary officer by explaining the benefits of inoculation to members and inducing them to accept treatment. Societies also give useful help by notifying outbreaks of cattle disease through their central banks to the Veterinary Department. Nor has the improvement of cattle been neglected. In addition to making large advances, amounting to 14·7 per cent. of the total loans, for the purchase of cattle, some banks have been enterprising enough to keep stud bulls for improving the local breed of cattle.

**Help rendered during the floods.**

Another instance of the usefulness of co-operative societies as a means of bringing Government into touch with the people, was provided during the relief operations which followed on the disastrous floods on the Son and Ganges in August last. A loan of three lakhs of rupees was granted by Government at a small rate of interest to the Provincial Bank for financing societies in the Patna and Shahabad districts. This has enabled new societies to be opened in the afflicted area, and has brought relief to those rendered homeless and destitute by the devastations of the floods.

The local knowledge which societies possess enables them to distribute loans more effectively, and with more security for repayment than would be otherwise possible.

**Other effects of the movement.**

The preceding paragraphs have dealt chiefly with the economic effect of the co-operative movement, in so far as it has tended to relieve the indebtedness of the lower classes and raise their standard of living. Any attempt to assess the good effected by the movement should, however, take account of the indirect results of its working. There could be no better training ground for the new duties which will shortly fall to union boards under the Village Administration Act than the management of a village bank, and the organization which the movement has already brought into being will familiarize the villager with the bigger problems of village administration. Another indirect result of the co-operative movement is the discouragement of litigation between members. During the year 1922-23, eighty-two cases of various kinds were instituted in courts, but of these fifty-one were withdrawn and settled amicably through the intervention of the panchayats. There were 257 cases of members *versus* non-members, and 46 of these were withdrawn and settled out of court on similar intervention.

**Co-operation and the depressed classes.**

Not less effective has been the influence of the movement on the lower classes. Co-operative societies of fishermen, cobblers, scavengers and criminal tribes cannot, for the moment, be entirely self-supporting, but with the assistance which the department and a few enthusiasts can give, encouraging results have been effected. The reformation which co-operative methods have brought about among the Pans of Angul is a clear proof of the powers of its organization. Thirty years ago the Pans were a low criminal tribe of marauding habits, regarded as social outcastes. Since then, although special schools and other reforming influences have been at work, little tangible result was apparent until the co-operative movement took up the task. Timely loans for ploughs, cattle and seeds, coupled with a succession of good harvests, have made them cultivators, and created a sense of self-respect among the tribe. Elsewhere, agricultural credit societies have been organized among the untouchable classes such

as Bauris, Hadis and Sabars, and to such the movement holds out great hope of social and material uplift which needs careful encouragement.

**Future development.**

The Bihar and Orissa Co-operative Federation, which has so far confined its activities to audit, is now turning its attention to the important question of development. At the congress in 1923, a development fund was created and arrangements are now being made for the training of experts in propaganda work, the establishment of an information bureau, a library and small museum of the products of co-operative societies. As a result, divisional development boards were formed early in the year consisting of representatives of the Agricultural, Industries, Co-operation and Veterinary Departments, together with non-official members who take an interest in their work. This co-ordination of views will render united action possible by the different departments.

**The development of industries.**

Though Bihar and Orissa, as has been shown, is primarily an agricultural province, it contains in Chota Nagpur one of the most important industrial areas in India. The problems to be faced by the newly created Department of Industries are some of the most interesting and important at present existing in the province. They may be conveniently grouped under two main heads, technical and industrial education and the development of industries.

**Importance of industrial education.**

There is at present a great demand for education to fit young men and boys for industrial and commercial careers, and the provision of such education is both a political and an economic necessity. Openings are numerous, but at present, largely owing to the lack of educational facilities, few are fitted to fill them. The province is somewhat handicapped in facilities for industrial education by the absence of industries in its chief centres, as industrial education can usually only be effectively given in those places where industries already exist. Progress, however, is gradually being made, and the fact that out of a total allotment of 6·76 lakhs which was made in the budget of 1923-24 for the Department of Industries, approximately 5·25 lakhs, inclusive of half the cost of direction, is being devoted to

industrial education, clearly indicate how important the department regards this side of its duties.

**School of Engineering.**

When the control of instruction in civil engineering was transferred to the Department of Industries in 1921, there was only one Government school of engineering in existence, namely the Bihar School of Engineering at Patna. Though additional facilities have since been provided, the Bihar School retains its lead. The new governing body consisting of officials, local Indian gentlemen and representatives of the leading engineering and metallurgical firms, has been given real powers of control, and the result has been an increase of interest in the working of the school. The examinations during the year 1922-23 were conducted by the governing body in place of the Joint Technical Examination Board, and the results, if less satisfactory than in previous years, give evidence of the higher standard now expected. The scheme for raising the school to the status of a college was sanctioned by Government in 1923, and will be brought into operation in 1924. During the year the Orissa School of Engineering was opened with twenty-four students, thus providing facilities for an engineering training in the south of the province. Previously, there were only 17 Oriyas in the Bihar School, as compared with 171 Biharis and domiciled Bengalis and five aborigines.

**Industrial schools.**

The aptitude of the aborigines for industries is well illustrated in the success achieved by the Ranchi industrial school, where there is an increasing demand for admission and a continuous rise in the educational qualifications of the students. At the end of March 1923, there were 144 pupils on the roll, and it will now be necessary to limit the numbers admitted. The instruction given in blacksmithy, carpentry, boot-making, fitting and turning and motor mechanics turns out a well-trained craftsman who usually has no difficulty in securing employment. In fact, the difficulty at times is to prevent boys abandoning their course of instruction owing to the temptation to take up employment on low wages when partially trained. In Angul the Phulbani industrial school continues to progress. It is somewhat typical of modern development that there is a demand for the discontinuance of weaving classes in favour of the teaching of carpentry and blacksmithy.

There are also a number of useful aided industrial schools. Among these the most important are those at Balasore and Beniadih, the former giving instruction in carpentry, cabinet-work, fitting and turning, and the latter providing theoretical instruction to the sons of artizans to fit them for work in the railway, coal-mines and workshops.

**Technical Institutes.**

At present no Government technical institute has been opened, though the scheme for the establishment of a Tirhut Technical Institute is well advanced. There are, however, two important aided institutions. The Jamshedpur Metallurgical School is an aided school, mainly financed by the Tata Iron and Steel Company, and Government, who contributed to the initial cost, make an annual grant of Rs. 25,000 on condition that one-third of the places shall be reserved for youths belonging to this province. The twelve representatives of Bihar and Orissa now undergoing instruction, though they compare less favourably in their theoretical work with students from Bengal, Madras and Bombay, have shown themselves equal to the hard physical labour under bad climatic conditions which the practical training in the works involves. The openings for young men of the right stamp, both in the Tata Iron and Steel Company and its allied companies, are numerous. During the year negotiations for the establishment of the East Indian Railway Company's technical institute at Jamalpur were completed, and it is hoped to bring it into being early in 1924. Meanwhile, the existing technical school for Anglo-Indians has been developed, and a number of Indians have been admitted. The school will eventually train over 200 boys in mechanical and electrical engineering, locomotive work and permanent way construction and maintenance. Half of these will be Indians, and two-fifths of the latter must, under the terms of the agreement, be domiciled in Bihar and Orissa.

**Industrial chemistry.**

The appointment of the senior professor of chemistry at Patna College as Chemical Advisor to the Director of Industries, and the creation of two scholarships for post-graduate training in applied chemistry, provide limited facilities for the investigation of industrial problems and the training of young chemists for industrial careers. Two State technical scholarships were awarded during the year one for training in the chemistry of oils and fats, and

the other for practical training in steel casting. Four stipends have also been awarded to students who wish to obtain training in technical institutions or factories outside the province. The successful students are now undergoing training in soap manufacture, mining, moulding and mechanical engineering. In view of the prohibitive cost of a special research institute and the small demand for men of this tpye in the province, the utmost that can be anticipated is the gradual development of a department of applied chemistry at Patna, working in close touch with the industrial needs of the province.

**Mining education.**

Evening mining classes continue to attract large numbers of students, and enable young men working in the Jharia coal-field to qualify for posts of manager in second class collieries. It is a matter of regret that few residents of the province take advantage of these facilities, possibly owing to the difficulty of securing accommodation for students in the coal-fields area. The evening classes cannot, however, train men for the first class certificate, nor qualify them for the geological survey and the mining inspectorate. For this, the School of Mines and Geology is designed, but owing to financial exigencies the Government of India have been compelled to defer its establishment. Until it comes into being, Indians will have little chance of qualifying for these important posts in the industrial world.

**Hand-loom weaving.**

The other side of the work of the department, industrial development, has not been neglected, and in particular the introduction of fly-shuttle looms has met with continued success. In addition to the four parties which were working last year, four additional demonstration parties were sanctioned for Gaya, Manbhum, Balasore and the Santal Parganas, and these started work late in the year. These peripatetic weaving parties each consist of five *mistrics* under a demonstrator, whose business it is to tour in selected areas and to introduce and demonstrate to the weavers the advantages of improved methods of work and of improved appliances. In North Bihar the new fly-shuttle loom has been readily adopted, and nearly one-third of the 6,762 weavers in the Darbhanga district have taken to using it. The total number of sleys introduced during the period of nine months ending with the year 1923 was 1,011, a result which is creditable, considering

the present depression in the textile trade. One reason for the depression is that the weaver's present market cannot absorb his output of local types of cloth. It is, therefore, essential to teach him to make others which will suit the taste of those who at present buy the mill-made product. As the present demand is for finer, and consequently cheaper dhotis, with designs on borders, an attempt is being made to teach weavers to use finer counts of yarn and to adopt 'dobbies,' which enable border designs to be woven. Another project for the improvement of weaving is the cotton experimental and testing station at Ranchi, which completed its first full year's work in 1923. Twenty-two samples of yarn were mostly conducted in connection with experimental work on the cottage warping and sizing set which has been designed. Tests were also made at the station of different varieties of starch, and experiments conducted with lattice dobbies for producing borders.

**The Bhagalpur Silk Institute.**

The Bhagalpur Silk Institute came into its buildings at the start of the year, and much of the year's work was taken up in getting the institute and the grounds ready for silkworm cultivation. This institute, as was explained last year, is designed to revive a local industry of weaving silk by introducing the use of other silks besides *tasar*, the supplies of which are growing steadily less. The results of less than a year's work in the institute are already considerable. Eight looms have been erected and the weaving of reeled mulberry silk, handspun *eri* and mill-spun *eri* has been started. Much of the time of the institute was taken up in preparing exhibits for the British Empire Exhibition of 1924. In addition to silks, laces, blankets and other articles were shown at the preliminary exhibition held in Calcutta.

**Prospects of cotton and woollen mills.**

Preliminary investigations were carried out regarding the prospects of cotton and woollen mills in Bihar. It is estimated that about 1½ million pounds of wool are produced annually in the Patna division, and a small mill should be able to obtain ample raw material to keep it going. Already a blanket factory has been started at Gaya fitted with ten looms and other equipment for milling and dyeing. Despite the initial difficulties of an untrained staff,

almost six hundred blankets had been produced at the end of March 1923. Proposals have also been made to manufacture the material required for police and chaukidars' uniforms on the existing hand looms working in the province. Meanwhile, a demonstrator in dyeing has been appointed to show the local dyers and weavers, who dye their own yarn, the best methods of using modern dyes. He has been employed during the year to improve the dyeing in the cotton experimental station, Bhagalpur silk institute and the Gaya blanket factory.

**Help to small industries.**

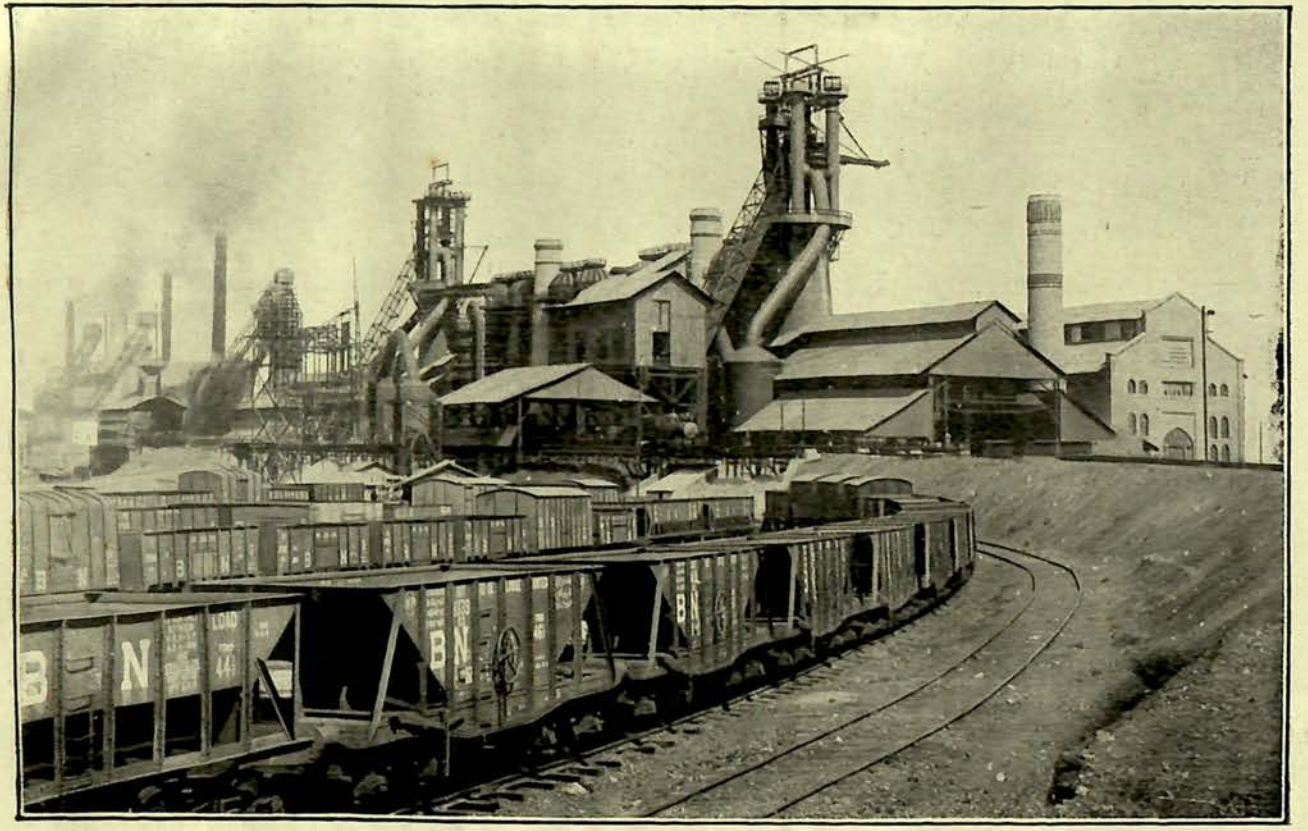
Outside the textile industry, attention was given to stimulating new or nascent industries such as the making of matches, for which there would appear to be an excellent opening in India. The average imports of matches into India are about twelve million gross of boxes valued at nearly two crores of rupees, and the great majority of these come from Japan. Experiments in Bengal have already shown that it is possible to produce a good match from Indian wood in India, and the failure of previous ventures had been due to want of technical guidance, difficulty in obtaining proper wood and general bad management. A match expert at the end of the year was engaged on a survey of the match woods of the province, and of likely sites for match factories. During the year a Fishery Superintendent was appointed. His main work will be to assist the development of carp-breeding throughout the province, and particularly in Chota Nagpur and Orissa, which appear to offer the greatest scope for this industry. The desire of Government to foster the growth of small factories and industrial concerns was shown by the passing, during the year, of the State Aid to Industries Act. State aid is limited with one exception to industries which are new to the province or to the area where they are to be developed, or come under the head of cottage industries, but Government may guarantee a cash credit with a bank to any industry. No State aid can be given except with the approval of the Board of Industries, but on its recommendation loans may be given, share or debentures taken, interest guaranteed or machinery given out on the hire-purchase system. In view of the friendly reception accorded to this measure, the refusal of the Council to vote supplies for the proposed sugar mill in South Bihar was somewhat unexpected. Eighteen months ago an almost unanimous resolution was passed in favour of the

project, but a supplementary demand to enable it to be carried out on a slightly revised scale was rejected by a large majority of non-official members. The appointment of trained engineers as circle officers marks another stage in the development of the department. One circle officer was engaged for the Patna division in March 1922, and as the result of his work showed the utility of an organization of this kind, two more circle officers have been appointed to cover the remainder of the province. Owners of machinery and small capitalists anxious to erect plants for irrigation, oil pressing, rice hulling and the like have now begun to avail themselves freely of the advice of the department. A bureau of information, for giving advice and help to industries, is also maintained. The bureau has also been responsible for the publication month by month of index numbers showing the cost of living at various urban centres—Muzaffarpur, Patna, Monghyr, Jharia—Katras, Jamshedpur and Cuttack.

**Industrial development outside the department.**

The industries for which State aid and encouragement is most necessary are naturally the smaller concerns and the new ventures which have special difficulties to overcome. The major industries should generally be strong enough to look after their own interests, and though few new companies were registered during 1923, there was considerable expansion among those already in existence. At Jamshedpur the Tata Iron and Steel Company made large extensions. There are now two blast furnaces capable of producing 500 tons of pig iron each daily, and three smaller furnaces with a capacity of 300 tons each. A 200-ton tilting furnace, designed for work in conjunction with Bessemer converters for steel production, was utilized as an ordinary open-hearth furnace and provided a continuous supply of steel ingots to the mills. Its output will be considerably increased when the duplex steel plant is in operation, and the furnace is working in conjunction with the Bessemer converters. Two new mills were put into successful operation during the year. One was the plate mill which commenced the manufacture of plates in February, and the other a new blooming mill, capable of rolling 650,000 tons of steel ingots annually. The milling extensions which will come into operation in 1924, comprise a sheet bar and billet mill, intended for

**Tata Iron and Steel Company.**

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Blast furnaces. Messrs. Tata Iron and Steel Company's Works, Jamshedpur.

rolling tin bars, a new rail mill which has a capacity of 400,000 tons of rails annually, and a sheet mill for steel. The total productive capacity of the ovens producing coke was increased during the year from 1,350 tons to 1,850 tons daily. The by-products recovered are coke oven gas, sulphate of ammonia, a valuable chemical manure, and coal-tar.

The illustration reproduced on opposite page gives a view of a portion of the works showing the blast furnaces recently constructed in 1923. In works of these dimensions the housing and welfare of the workers are of paramount importance. The Steel Company alone has on its pay roll approximately 30,000 employees at Jamshedpur, while an additional 16,000 are engaged at its collieries, mines and quarries. The concentration of labour in and around the works, has resulted in the growth of a town of over 50,000 inhabitants, classed at the census among the four cities of the province. Inside this area, the Steel Company owns about 4,500 houses and maintains town and municipal services costing about eight lakhs annually. This sum includes the maintenance of various hospitals, which treated nearly 410,000 patients during the year, and ample facilities for all grades of education. Progress was also made by the associated companies at Jamshedpur. The Tinplate Company have now six mills in operation, and are using about 2,500 tons of tin bar monthly. Other subsidiary companies are producing agricultural implements, textile machinery and castings, enamelled ware, steel wire, and copper cable.

**New industrial concerns.**

Outside Jamshedpur and the area of the coal-fields the condition of the money market was not favourable to industrial development in 1923. Of the nine companies which applied for registration in the province during the year, only three petty concerns commenced business. There were a motor service, a hand-loom cloth factory, and a printing press. Among the remainder were companies floated to finance a rice and oil mill in Purnea, a tannery at Cuttack, a match industry at Puri. Another important company which came into being was the Patna Electric Supply Company, formed for the purpose of supplying electricity for all purposes in the new Capital of Patna, Bankipore and Patna City, with a probable later extension to Dinapore cantonment.

**Factory Inspection.**

The broadening of the basis of registration, which has been introduced as a result of the Indian Factories (Amendment) Act of 1922, had the effect last year of increasing the number of registered factories in the province from 85 to 215, and though a small portion of this increase was due to a normal addition of newly established factories, the greater part was the result of the amended definition of " factory " in the Act of 1922. Whereas formerly at least fifty employees were required to constitute a registerable factory, the qualifying number is now twenty. Further, indigo and tea factories and electrical generating stations, formerly not registerable, were brought under the scope of the Act. During the year 1923 the number of establishments registered as factories increased from 215 to 237, though the number of employees brought under the Act decreased from 68,752 to 67,951.

Owing to the abnormal increase in the number of registered factories in 1922, the beginning of 1923 found the managing staff of only about one-third of the factories really conversant with the requirements of the factory laws. The main work of the year, in consequence, has been the enlightenment of managers regarding their responsibilities towards their employees and the supervision of the requisite improvements and safeguards. With a single inspector for the whole province, the task of visiting over two hundred factories and supervising the welfare of about seventy thousand employees required a standard of touring double that prevailing in other parts of India. At the same time the organization of a growing department and the framing of rules under the new Act imposed additional work on a staff already overburdened. In consequence, an additional inspector was appointed for the latter half of the year, which had the effect of increasing the number of inspections in 1923 from 118 to 160.

**Accidents in factories.**

The marked improvement in the accident rate reported last year was maintained in 1923. The total number of accidents of all kinds was 1,167, compared with 1,273 in the previous year, the decrease being largely in accidents classed as serious. Though the improvement is in part due to the more rigid classification of accidents, which was somewhat lax in locomotive shops last year, the decrease is chiefly the result of the precautionary measures which are being gradually

extended. This is shown by the fact that whereas last year there were six accidents, one of them fatal, due to failure of the managers of factories to take steps to ensure the safety of their workers, in 1923 there were no accidents attributable to this cause. About half the accidents are reported as due to misadventure and the remainder to the negligence or improper action of the injured persons or their fellow workers. The responsibilities both of factory managers and of the inspecting staff were largely increased during the year by the growth of heavy dangerous plant. Despite this factor, the accident rate remains at the low figure of 1·717 per cent. of the persons employed, while only 19 persons were fatally injured out of almost 68,000 employed.

**The mineral wealth of Bihar and Orissa.**

The rich mineral deposits in Bihar and Orissa form a source of great potential wealth, especially owing to the fact that iron-ore is found within easy reach of the coal areas. Although the coal-fields of the province have been worked for over half a century, the commercial possibilities of the iron and other mineral deposits have only begun to be exploited in the present century, and are even now not fully appreciated. A committee appointed in 1922 examined the possibilities and the methods of the development of mineral resources in the province. Although the committee had in view chiefly the immediate necessities of the financial situation, the broader issues were not neglected. In view of the fact that, in the past, development in the mining industry of the province had almost exclusively been carried on by foreign enterprise and financed by foreign capital, it was felt that special encouragement should be given to capital within the province to promote mining undertakings, and also that facilities for technical education in mining and metallurgy should be increased. The extent to which the Department of Industries have met the latter demand is described elsewhere in this chapter, while, as regards the former, a hand book is under issue making available to the public the information regarding mineral deposits derived from recent surveys.

**Coal.**

The total output of coal in the province in 1923 was over thirteen million tons, out of a total for all India estimated at 19·5 million tons. The slight fall in output last year, due to heavy monsoon rains and the difficulties of labour and wagon supply, has been

recovered, and the outturn for the province stands now higher than in 1921. The most important field is the Jharia coal-field, which alone accounted for over ten million tons, or almost 53 per cent. of all the coal raised in India. Next in importance, are those portions of the Raniganj fields which lie in this province, and the Bokaro mines in Hazaribagh. The latter field raises supplies largely for railway companies, and last year produced over a million tons of coal. The development of the Karanpura, Aurunga and Hutar coal-fields in Chota Nagpur and the Talcher coal-fields in the Orissa Feudatory States is still awaiting the provision of railway facilities, and no coal from those fields has yet been brought to market. The number of coal-mines in the province in 1922 was 561, and in that year an average of over 184,000 persons were employed daily. In 1923 the number of coal-mines at work is estimated to have been 580, though several collieries producing coal of the poorer class were closed.

**The supply of labour in coal-mines.**

Among the factors tending to restrict the production of coal are the idiosyncracies of Indian labour and the question of wagon supply. The supply of labour in the colliery areas is continually fluctuating, as almost all the miners are drawn from the agricultural class and return to their holdings at intervals. The continued good harvests of 1923 and the easier economic conditions prevailing were not favourable to the recruitment of labour. There has also been a decrease in recent years in the amount of coal raised by the individual miner. The output per person employed below ground in 1922 was 179 tons in Bihar and Orissa, while the average output for the preceding five years was 182 tons. Even the latter figure is only three-quarters of the average output per person in the United Kingdom. Coal-mining is still carried out for the most part by manual labour working in family gangs; there has been recently a movement in favour of prohibiting the employment of women underground, but investigation has shown that there is nothing in the conditions of female labour in mines to justify the hasty introduction of a reform which must seriously dislocate the industry. There was, however, a considerable extension of the use of electric power and mechanical appliances during the year, and, in particular, plant and machinery of the most modern type were installed at the Jitpur colliery of the Bengal Iron Company.

The second disadvantage, which was also experienced last year, was the difficulty of railway transport. Despite the efforts of the Coal Transportation Officer, the supply of wagons during the year was insufficient. It was only in July, August and November that the despatches of coal from colliery sidings exceeded the raisings, and that by no large quantity. In February the raisings of coal exceeded the despatches by 518,000 tons and, though there was an improvement during the monsoon season, the December despatches were again 231,000 tons less than the raisings.

**Deficient wagon supply.**

At two collieries in the Jharia coal-field, thick seams of coal are being worked by the sand-stowing process and subsidence, with the consequent danger of spontaneous combustion, is avoided. During the year arrangements were being made for the introduction of this system at another large colliery situated near the Damodar river, from which sand will be transported by an aerial ropeway. Despite precautions there were 128 reported accidents, involving the loss of 231 lives. The increase in deaths is largely accounted for by an accident at the Parbelia colliery in which 74 persons were killed. The enquiries of the committee showed that the catastrophe was due to a momentary lapse on the part of a competent subordinate, not to any defect in methods or discipline. At the same time, the risk of explosion from coal dust was found to be greater where machine-cutting is employed.

**Accidents.**

The iron-ore deposits of the province are situated in the district of Singhbhum and in the Feudatory States. In Singhbhum the ore deposits at Gua were worked throughout the year, but although the mines were connected with the manufacturing centres by the completion of the Amda-Jamda branch of the Bengal-Nagpur Railway, the line was not opened for transport. In the Feudatory States the chief iron-ore deposits are in Mayurbhanj, Keonjhar and Bonai. The Mayurbhanj mines, which so far are the only deposits accessible by railway communication, supply iron-ore to Messrs. Tata's Works. The bulk of the iron-ore in British India lies in estates belonging to Government. A long-standing question has been settled by the orders of the Secretary of State approving of certain modifications in the conditions of leases for iron-ore. Royalties in future will be charged on a sliding scale

**Iron-ore.**

based on the tariff valuation of pig-iron during the year. The decision will, it is hoped, provide an expanding source of revenue without acting as a handicap to the progress of the iron and steel trades.

**Mica.**

India provides over 70 per cent. of the world's supply of mica, and more than half of the Indian supply comes from Bihar and Orissa, the chief centre being Kodarma in Hazaribagh. Since the war, the demand for mica has greatly decreased, and the drop in market prices has led to the closing of mines in Monghyr. The recorded output in 1922 was just above 30,000 cwt. of mica, and this amount might have been exceeded but for the wasteful methods of production employed.

**Copper-mines.**

All the other mines in the province are on a very petty scale except the copper mines in Singhbhum. Deposits of copper are known to exist in various places in the province, but so far their working has only attained a commercial scale in Singhbhum where the Cape Copper Company took over workings in 1912. This company has not been replaced by the Cordoba Copper Company, who intend to erect plant on a scale sufficiently large to deal with the whole output from the various workings in the Dhalbhum copper belt.

**Trade with Nepal.**

The total value of the trans-frontier trade with Nepal during the year 1922-23 was Rs. 490,48 lakhs, a distinct drop from the figures for the preceding year, which were the highest attained since 1912-13. The decline is entirely due to a falling-off in imports, chiefly rice, oilseeds and live stock, as exports show a rise of 9·3 per cent., due to increased trade in cotton yarn, piece-goods and metals The latest figures available up to November 1923 show a further decrease in imports and increase in exports, with the result that the adverse balance of trade stands at Rs. 113 lakhs, on a total trade of Rs. 505 lakhs. The figures, though not altogether reliable, serve to indicate the general trend of trade across the Nepal frontier.

**Salt.**

There has recently been a movement in Orissa in favour of the revival of the indigenous manufacture of *panga* salt. It is advocated partly for sentimental reasons and partly as a measure of relief. It is urged that though distinctly inferior to imported salt, it costs less to produce, and local prejudice in its favour will ensure at least

a limited market. This seems somewhat doubtful under present-day conditions, but the commercial aspects of the matter are the business of the promoters of the scheme, there are on the other hand administrative reasons against the proposal which is at present under the consideration of Government.

**Maritime trade.**

The maritime trade of Orissa is small, though it has increased recently to a certain extent. In 1922-23 a net revenue of Rs. 10,727 was realized against Rs. 911 in 1921-22. The increase was chiefly contributed by Puri, where exports increased owing to the withdrawal of restrictions on the export of rice to foreign ports and to the bumper rice crop in Orissa. A contributory cause was the fact that the sea-borne trade formerly carried on at False Point harbour has been diverted to Puri, as cargo boats are not available at False Point for transferring cargo from canal boats to sea-going steamers. It is now many years since coasting steamers put in at the False Point anchorage, owing to the silting-up of the channel near the customs office at Hukitola, and even the trade in transhipped cargo has now disappeared. The project for a commercial harbour at False Point, which was examined by an expert harbour engineer, presents such great physical difficulties that the expense of constructing and keeping open the port would be prohibitive even if there were a reasonable prospect of attracting sufficient trade to justify the investment. The investigations, however, indicate that elsewhere on the coast, a site might be found where a port of more modest dimensions could be developed at a much smaller cost.

**Forests.**

The aims and objects of the Forest Department are perhaps less understood than those of any other department, yet they are of very great economic importance. Its problems chiefly concern the conservation of the existing forests, so that the rights and privileges of the present users may not disappear, and the provision for the future of supplies of timber and other produce to meet the requirements of industrial development. A third reason for the conservation of forests is the beneficial influence which they exercise on climate, soil and cultivation. It is now generally accepted that the destruction of forests affects the volume and distribution of rainfall, causing loss of moisture and sterility, while the denudation of the catchment areas of rivers increases the frequency of

**Effect of destruction of forest areas.**

disastrous floods, and causes the deposit of infertile silt in the lower stretches through which the river flows. The economic loss caused to the neighbouring village population by the wholesale clearing of timber is no less serious. The free or cheap supply of wood comes to an end: the grazing area is diminished and cattle suffer severely; wood being no longer available for fuel, cow-dung replaces it and is lost as a manure, and when scarcity occurs the aboriginal population is deprived of the jungle produce, the fruits and tubers of which have always been their famine reserve. There is little doubt that the reduction of the forest area in the province has been accelerated by recent industrial development, and the activities of timber contractors have increased the damage already caused by the reckless cutting indulged in both by landlord and tenant and the depredations of the grazier.

**Reservation of private forests.**

In order to counteract the climatic deterioration and waste of forest capital which is caused by reckless felling and grazing, Government are prepared to undertake the management of forests for private owners, and already some areas of forest have been protected or reserved under section 38 of the Indian Forests Act. These applications, however, have come almost entirely from estates under the management of Government, and it is to be regretted that up to now there is little indication of private owners availing themselves of the opportunity of securing the sound management of their forests at a reasonable cost. The return for the expenditure incurred will no doubt be delayed, but the ultimate benefit can be judged from the returns given by the State forests of British India which now show nearly five and a half crores net annual profit. It may be hoped that private owners will realize the advantages of the scientific preservation of their forests before the denudation which is going on apace renders it too late. Another method of attacking the problem of denudation is by way of acquisition or long lease of private forests. Small areas of forest in the neighbourhood of Rajadera and Katabil on the borders of the Ranchi and Palamau districts have already been acquired and are under administration. With a similar object, land has been acquired near Puri town for the plantation of casuarina trees to supply the needs of the townsfolk pilgrims, and to arrest the drifting of sand over neighbouring cultivation. A proposal to acquire a portion of the forest on the Dalma Hill near Jamshedpur

as a fuel reserve for the needs of that growing town had to be abandoned on account of the cost involved.

**Reserved and protected forests.**

The area of forest under the control of the department in March 1923 was 3,831 square miles, or 3·7 per cent. of the total area of the province. For working purposes the forests are divided into two groups, namely, reserved forests in which, though the rights of user in favour of individuals or the public are carefully recorded when the forests are taken over by the department, no subsequent rights can accrue and, secondly, protected forests, in which the accrual of fresh rights after the forest has been taken over is not prohibited. In the management of reserved forests, which at the end of the last financial year covered 1,754 square miles, the conservation of State property is the primary object of the department, but in protected forests the recognized policy is that the villagers shall secure free of cost or on the most favourable terms possible the maximum amount of forest produce which is consistent with maintaining the existing growing stock or forest capital uninjured. The necessity of regulating the rights of villagers may be gathered from the fact that timber, fuel, bamboos and grazing grass to the value of over five lakhs were removed from forests by rightholders and free grantees in 1922-23. Were this supply not regulated, the destruction of forests would be rapid and the interests of posterity would suffer.

The conservation of forests in this province is still in its earlier stages, and throughout the year 1923 the department was engaged on the preliminary work necessary for scientific conservation and exploitation, such as the opening up of the forests by the construction of roads, the provision of bridges and buildings, and the survey of forest blocks. One of the essentials of forest management is the preparation of "working plans" setting out the objects to be attained and prescribing the programme necessary for attaining them. The preparation of these plans, together with the revision and readjustment of existing schemes, has formed one of the many duties of the year.

**Protection from fire.**

The protecting of forests from injury by fire and unauthorised cutting and grazing also occupies the attention of forest officers and subordinates, and necessitates the cutting of fire-lines and the maintenance of boundaries. Prolonged drought during the year 1922-23 made

successful fire-protection a matter of difficulty. The outbreaks of fire in specially protected areas numbered 85, and burnt 158,703 acres out of a total of 954,156 where protective measures were employed. The worst fires occurred in the Singhbhum and Porahat divisions, and were possibly due to the careless habits of the aboriginal population, but the majority of cases are ascribed to causes unknown. With the decline in the number of cases of the intentional firing of forests by villagers to improve the supply of fodder or sabai grass, there has been a corresponding decrease in the number of prosecutions for causing injury by fire. There has also been a decrease in the number of prosecutions for "unauthorised felling" compared with the figures for the corresponding portion of last year.

**Provision of buildings.**

Attention was drawn last year to the difficult climatic conditions under which the officers of the department carry on their work, and its consequent effect on the health of the staff. During the year an investigation was conducted into the prevalence of malaria and blackwater fever in the jungle areas of Singhbhum, and it is trusted that in consequence effective preventive measures may be evolved. At the same time there has been an improvement in the rest houses and quarters provided. In addition to the six rest houses, whose construction was begun in the previous year, additional rest houses in the Palamau, Chaibassa, Angul, Sambalpur and Puri divisions were constructed. Further developments are anticipated in the construction and improvement of subordinates' quarters, as unsuitable housing accommodation must inevitably impair the efficiency of the staff.

**The profits of the department.**

The outlay required in all these different forms of expenditure, which are preliminaries to the economic management of forests, has been heavy, with the result that the surplus realized during the last completed year was somewhat less than during the previous quinquennial period. This period, however, covered the years of the war when expenditure was greatly restricted and the demand for forest products was abnormally enhanced. Comparison with the pre-war period shows that there has been a steady growth of net revenue. The practice, however, of presenting the forest as a simple statement of actual income and expenditure is not a fair index of the profits which result from the activities of the department. Last year one misleading factor was removed by distributing

the amount paid to the Porahat estate over the quiniquennial period. More than this is required before the accounts can give a true statement of profit and loss. A large part of what is shown as annual expenditure is really capital investment, while, on the other hand, the department receives no credit on the revenue side for the enormous amount of produce taken annually by right-holders, which last year represented the sum of over five lakhs. A system of commercial accounting, which will show more fairly the profits of the department, is under consideration, and may shortly be introduced.

**Major products.**

Under the existing form, the chief head of revenue is that derived from major produce, which is chiefly timber and fire-wood. The total receipts from sales of produce in 1922-23 were Rs. 8·2 lakhs, which showed a decrease of over half a lakh on the figures of the previous year, due to certain contractors failing to extract timber to the extent anticipated. This illustrates one of the difficulties of exploitation by purchasers who fell and extract the timber and pay royalty on it. Exploitation of timber through the agency of the department which fells and cuts the wood and sells it by auction at certain depôts, is generally regarded as more satisfactory, but this method requires a large capital outlay for which funds are not likely to be forthcoming. For minor products, however, departmental exploitation has proved effective. One example of this is the production of charcoal on a commercial scale in the Sambalpur division. Waste material from cuttings for which there is no local demand is converted into charcoal, and during the last year the operations yielded sufficient stock to show an estimated profit of Rs. 14,450. The industry, however, is in its early stages, and a few years will be necessary to build up stock for ready sale, and to train an inexperienced staff.

**Bamboo extraction.**

Another instance of the profitable working of the department is the extraction of bamboos in the Santal Parganas, though elsewhere the bamboo crop is disposed of by lease or by permits. Increased attention has been given to this product lately, as in addition to the demand for building purposes, bamboos can now be used in the manufacture of paper pulp. Investigations have shown that the forests of the Angul district and the neighbouring Feudatory States can furnish a profitable source of pulp for paper manufacture, and

Government in consequence is considering the terms on which leases can be granted for the extraction of bamboos.

**Lac production.**

Departmental enterprise is also engaged on the production of lac in the Palamau division. The experience of the first year's working of the demonstration lac farm at Kundri has led already to improved methods of lac propagation. The farm with an area of about 400 acres has shown itself capable of a sustained yield of 400 to 420 maunds of cleaned lac, which at a conservative estimate, should bring in an annual revenue of Rs. 22,000 for only a small outlay. Research has been conducted during the year into the methods of lac rearing which are so successful in the Central Provinces, with a view to adapting them to local conditions. The provincial Research Officer was occupied during the year in selecting areas in the Palamau district for lac cultivation. Government has also shown readiness to assist private firms in establishing this valuable product as an industry of the province by granting land for a lac research institute near Ranchi.

**Other activities.**

Mention has already been made of the casuarina plantation at Puri, which should form an addition to the towns' fuel supply. The total area planted up to March 1923 was over two thousand acres, while the cost of maintenance per acre has steadily decreased. There is little doubt that the plantation should yield a handsome profit, as the cost of formation has been considerably below the cost of forming similar plantations in Madras and Bombay, which have proved a definite financial success. Steps are also being taken in the Angul and Puri districts to introduce the cultivation of teak both in regular plantations and combined with ordinary field crops. The Puri district has also been selected as the site of a proposed experimental plantation of cinchona. If the plant can be firmly established there, it will prove a valuable source for a cheap supply of quinine, of which the province stands in need.

**Systems of land tenure.**

The economic life of the province, in so far as it affects the public revenues, comes under review in the working of the Revenue Department. One important aspect of the work of the department is the administration and interpretation of the revenue law between landlord and tenant in a province which contains widely differing tracts of country and populations with different systems of land tenure. Within the

province there are no less than six different tenancy laws to be administered. The Bengal Tenancy Act applies to Bihar proper, except in the district where the Santal Parganas Regulations are in force. Orissa again has its own Tenancy Act, passed in 1913. In Angul there are special Regulations, and the Central Provinces Acts which were in force when Sambalpur was transferred to Bengal in 1905, are still applicable to that district. Materials are now being collected for the codification of the revenue and tenancy law of Sambalpur, and the work will be taken in hand after the conclusion of the present settlement operations. The agrarian codes of the province will then be complete.

During the year, attention has been given to the modification of more than one of the existing Tenancy Acts. The Chota Nagpur Tenancy (further Amendment) Act passed during the year makes provision for defining more clearly the jurisdiction of the revenue courts in disputes arising between landlord and tenant. Government have also given consideration to the framing of rules under section 46 of the amended Chota Nagpur Tenancy Act, 1920, prescribing the conditions in which the existing restrictions on the transfer of holdings may be relaxed. The draft rules provide that the relaxation should not go further in the first instance than to permit an occupancy raiyat to transfer his entire holding to any other occupancy raiyat of the same village, who is of the same tribe, caste or community as the holder.

The question of the amendment of the Bengal Tenancy Act also received much attention during the year. As a result of the discussions of the previous year, an amending Bill was introduced in the first session. The principal changes proposed related to the transferability of occupancy holdings, to rights in trees, and to the protection of landlords' privileged lands against the accrual of occupancy rights in certain contingencies. The measure was introduced at the united request of the representatives in Council of landlords and tenants in the hope that it would result in a settlement of their differences. In the committee stage, however, it was obvious that the Bill was acceptable to neither party. Numerous attempts were made to effect an amicable settlement, but when all those failed and it became clear that further discussion of the measure would only increase the friction between landlord and tenant, Government reluctantly decided that the Bill should be dropped.

Although amendments of the tenancy law and, in particular, the periodical revision of the record-of-rights, tend, for the moment, to open old sores and exacerbate relations between the cultivator and his landlord, there is no doubt that a clear definition of the rights and obligations of the parties, and an impartial record of them are in the end the best guarantees of peace. Survey and settlement operations were in progress in six districts during the year. In Manbhum, the mapping of the colliery area in the Dhanbad subdivision completed the programme of original survey work for the permanently-settled area of the province. In Orissa, revenue re-settlement was carried out over an area of about a thousand square miles of temporarily-settled estates, coupled with the original survey of a small area of permanently-settled estates for which no authoritative record-of-rights had previously been prepared. The re-settlement of the Kodarma Government estate was also begun during the year, while revision settlement operations were carried on in the districts of Sambalpur and the Santal Parganas. Preliminary arrangements were made for the survey and settlement of certain villages of the Kosi *diara* in the Purnea district, which were excluded from the settlement operations of the years 1901 to 1908, but have now become more stable through the recession of the Kosi river.

**Survey and settlement operations during the year.**

The programme for the field season of 1923 also included a beginning of revision settlement operations in the district of Ranchi. This work was felt to be particularly desirable inasmuch as the original settlement operations in Ranchi were started about six years before the Chota Nagpur Tenancy Act was passed in 1908, and in consequence the first 4,000 square miles of the district were recorded under Bengal Tenancy Act notifications, which made no provision for the settlement of fair rents. The disturbed conditions due to the war gave no opportunity for special measures to readjust the rents in this area to conform with the rise of prices and increase in cultivation, and it was felt in consequence that the revision settlement should be undertaken at the earliest possible moment after the lapse of twenty years. In Council, however, the demand for funds was opposed on grounds of economy and the recommendation of the Retrenchment Committee that the period to elapse between operations in the same

**Postponement of the Ranchi revision settlement.**

district should be extended. The revised programme now drawn up proposes to resume revision operations in the Muzaffarpur district of Bihar and the Ranchi district of Chota Nagpur in the same year, 1927.

**Relations between the Settlement Department and the public.**

The work of the Settlement Department sometimes encounters hostility and opposition from the local population, especially at the outset when its objects are not fully understood. This year, however, there was no repetition of the attempt to boycott settlement operations in Sambalpur, where last year labour and necessary supplies were withheld, nor in Manbhum where recovery work was impeded by local propaganda. In Orissa some opposition was encountered at the beginning of the season, loud protests being lodged against damage to the standing crops, but the settlement authorities met these objections as tactfully as possible, and the trouble soon disappeared. In the Santal Parganas the relations between the public and the officers of settlement were excellent. The difficulties of the work were greatly mitigated by the attitude of the villagers who welcomed the staff and did everything in their power to assist them.

**Commutation of produce-rent in Gaya.**

Reference was made in last year's report to the situation created by the abnormally large number of applications received in the Gaya district for the commutation into cash rents of rents previously payable in produce. Much of the southern part of Gaya district which lies under the hills, has in the past been cultivated by an extensive system of artificial irrigation, maintained by the landlord, to whom the tenant paid produce-rent. Since the conclusion of the settlement operations in 1918, the rush of applications filed by tenants wishing to convert their produce-rents to cash rents has been so phenomenally large that the district staff, even when supplemented by additional officers, has been unable to cope with the work. It was, therefore, found necessary to refuse to entertain new applications for a time, in order to enable the courts to clear off their accumulated cases. At the same time it was hoped that the respite would give an opportunity of studying the effect on agricultural conditions of the commutations already made, and their reaction on the complex system of irrigation, which is the special feature of the district.

There was a marked improvement throughout the province in the relations between landlord and tenant, which may be assigned to a succession of good harvests and the decline in political agitation. An anti-rent campaign which threatened to develope in Bihar has died down, and such ill-feeling as exists is due to perennial sources of dispute, such as the possession of newly-formed lands in the beds of rivers and questions of jungle and grazing rights. In Chota Nagpur, the *Tana Bhagat* movement, though practically dead, has had some effect in encouraging raiyats to abuse their forest rights or privileges, while in the Dhalbhum estate on the Midnapur border, a movement among the aboriginals, directed against the landlord's right to cut jungles or lease them to contractors, led to an outbreak of riot and looting.

**Relations between landlord and tenant.**

There was, however, little occasion for strained feelings between tenant and landlord in the considerable number of estates which are managed direct by Government. Such estates range from vast tracts like the Kolhan in Singhbhum and the Damin-i-koh in the Santal Parganas to small villages which have come into the hands of Government in default of heirs or through failure of landlords to pay the land revenue. There were this year no less than 308 estates held direct by Government, and administered by the Board of Revenue through the agency of Commissioners and Collectors. Although the number of such estates has been gradually decreasing, the revenue demand for the year 1922-23 was Rs. 19,79,415, or over half a lakh more than in the previous year, due to the settlement of waste lands. Remissions of revenue totalling Rs. 26,344 were made to tenants such as those in the Santal Parganas who enlisted for military service, or those in Cuttack whose land was damaged by the flood of 1920. This gives some impression of the responsible duty which rests on local officers for the rent settlements, collections and efficient administration of these estates. Management charges amounted to only 9·3 per cent. of the current demand, while a sum of Rs. 73,699 was spent on sanitary and agricultural improvements. This included a quarter of a lakh spent on tanks, wells, irrigation and drainage, a quarter of a lakh on roads and bridges, and the balance on miscellaneous objects, including tree planting. In addition, a grant of Rs. 78,617 was distributed

**Estates managed direct by Government.**

by the Board for works of improvement, and generous grants were made for education, in areas where Government is directly interested as landlord. Previous to the year 1916-17, the grant for education was one per cent of the annual revenue, representing a sum of about Rs. 20,000, and a grant of 1½ per cent. was also made for the improvement of roads and communications. These percentage grants are now only made in Angul and Sambalpur and in the Damin-i-koh estate in the Santal Parganas. In the other districts the grants have been discontinued as Government pay cess at the full rate (6¼ per cent.) to the district boards on the rents collected in Government estate. In addition to minor grants for irrigation and drainage made during the year, special consideration was given to the Palamau Government estates where there are over two thousand tanks and two weir projects constructed and maintained by Government. With the existing grant it has not been possible to repair the extensive damage to these works caused by the disastrous floods in the years 1920 and 1921. A special grant of Rs. 40,000 is to be made for the complete overhaul of the existing irrigation system, for which a payment of Rs. 16,000 was made by Government during the year.

**Trust, Wards and Encumbered estates.**

There is also another important class of estates in which, though Government is not the landlord, the management is actually carried on under the supervision of the District Officer. This class comprises, first, trust and attached estates administered by the Collector, subject to the control of the higher revenue authorities: secondly, wards estates which are managed either by officers of Government lent for the purpose or by salaried managers: and thirdly, encumbered estates taken over under the Chota Nagpur Encumbered Estates Act. At the end of the financial year 1922-23, there were 111 estates under management belonging to these three classes, while during the remaining nine months of the year, six estates were released, leaving 105 under management. Fifty-six of the estates remaining at the close of the year are encumbered estates in Chota Nagpur. The current demand of all the estates under management is over fifty-eight lakhs, and during the year 1921-22 the percentage of collection to current demand was 104·08, but despite satisfactory collections, the outstanding balance due to all estates is still over thirty-four lakhs.

The proceeds of the estates while they are under administration are devoted to the maintenance of the proprietor, the education of minors, estate improvements and, in particular, the repayment of debts. Government, as trustee for an estate, is able by revising the rent-roll and applying the certificate procedure to the recovery of dues, to realize a large proportion of arrears. Good progress was made during the last financial year in the latter respect, and the balance of debt in all estates was reduced by about 16¾ lakhs. One hopeful feature of the condition of wards' and encumbered estates in Chota Nagpur is that they are situated in a part of the province where mineral deposits are known to be located, and hence considerable attention is being paid to prospecting and mining concessions.

**Repayment of debts.**

During the year ending the 31st March 1923, in all the estates nearly nine lakhs of rupees were collected from mineral concessions, as compared with just over seven lakhs in the preceding year. The leases in force during the year numbered 133, covering about 800 thousand acres, the most important of these being 84 leases covering 20 thousand acres of coal-bearing land, which yielded over eight lakhs in royalties and other collections, or double the amount last year. A development has also been made during the same period in the grant of prospecting licences. The licences now in force cover about 800,000 acres and yield an income of Rs. 57,000, which is expected to increase as facilities for the transport and working of minerals are extended.

**The value of their minerals.**

The cost of management in wards and encumbered estates is slightly above that prevailing in estates managed direct by Government, owing to the special staff employed for the strict control of expenditure and realization of arrears. The original figure fixed by the Board was ten per cent. of the recurring demand, but the rise in prices and increase in salaries in the past few years has made it increasingly difficult to work to that limit, with the result that the charges for management rose to 13·5 in 1921 and 14·6 in 1922. These percentages, however, were calculated on the rent and cess demands only, and excluded receipts from forests and minerals which also come within the scope of management. In the year 1922-23 all recurring receipts were taken into account in

**Cost of management.**

working out the charges for management, which stands at 11·4 per cent., or well inside the revised limit of 15 per cent.

**Schools, dispensaries and improvements.**

The wards' and encumbered estates also contribute to the benefit of their tenants and the inhabitants in their neighbourhood by giving assistance to local schools, dispensaries and other institutions. The Bettiah estate, for example, maintains one high English school and one Sanskrit school entirely at its own cost, and during the year spent over 26 thousand rupees on schools and the stipends of scholars. This estate also devoted over 45 thousand rupees to dispensaries during the year, besides defraying the entire charges of the Lady Dufferin Hospital at Bettiah, which supplies medical help to female patients in Champaran and the surrounding districts. A maternity ward is under construction which, when completed, will be a valuable addition to the institution. In the Orissa Division the Darpan estate spent eight thousand rupees for the maintenance of schools, and five thousand rupees on dispensaries, while the Dompara estate maintained two upper primary and 19 lower primary schools for boys, two girls' schools and one night school. The Boinchee trust estate similarly maintained over twenty schools and two dispensaries. Altogether, over two lakhs of rupees were expended by these estates on schools, dispensaries and charities, and one and three-quarter lakhs on improvements to land and drainage, cattle-breeding and special crops.

**Estates taken under charge or released during the year.**

Of the two estates taken in charge during the past financial year, one was the important property known as the Barwari estate in Bhagalpur. The gross income of the estate is estimated at over Rs. 60,000, and the debts incurred which carry interest ranging from 6 to 12 per cent., amount to well over two lakhs of rupees. The provisional scheme provides for the liquidation of debts within twelve years. The estates released during the financial year were twenty in number, including the Dhalbhum estate, which has been under management at different periods since 1868. During its last spell of control by the Board, the rent-roll was raised by two thousand rupees, but, owing to a dispute over the title to the estate, works of improvement and the preservation of the forests could not be undertaken. Similarly, in the estate of Sonbarsa in

Bhagalpur, which was released during the year, the annual demand rose during the time of management from Rs. 1,91,000 to Rs. 2,12,000, while substantial sums were spent for the repairs and maintenance of estate *bandhs*, excavation of tanks and sinking of wells, and over half a lakh of rupees on schools, dispensaries and charities. A large proportion of the estates released were petty encumbered estates in Chota Nagpur. In most of these the estates passed out of management with all their debts paid off, though there were a few whose financial condition was so involved that no purpose could be served by keeping them under further control.

# CHAPTER V.

## Government and the maintenance of the public peace.

THE maintenance of law and order and the administration of justice are two of the essential services which every Government owes to its subjects. The review of the problem naturally falls under three headings, first, the work of the police, which consists primarily in the prevention and detection of crime, in the preservation of the public peace, and in bringing offenders to justice; secondly, the administration of justice in the courts of law, and thirdly, the system of punishment, which comprises the whole subject of Jails.

**The task of the police.**

The normal difficulties which confront the police in any country are increased in this province by the small number of the force and the relatively low expenditure allotted to the department. The annual cost of the police force in Bihar and Orissa is only 3 annas 8 pies per head of the population, which is 33 to 250 per cent. less than in other provinces. If this low figure of expenditure absorbs nevertheless 16 per cent. of the annual income, the reason is to be found in the smallness of the provincial revenues, not in over-expenditure in the police budget, which represents the minimum compatible with the public safety. In Bihar and Orissa there is one policeman to 2,376 of the population and to 5·7 square miles of area, a combined proportion which is less than in any other province in India. A second difficulty with which the force have had to contend in the past is the apathy displayed by the public. A small force can hardly hope to deal effectively with the prevention and detection of crime unless there is co-operation from the public whom the police protect. During the recent political agitation a feeling of antagonism developed for a time towards the force, and though this has declined, the reluctance to help the police still remains. In some districts, however, better

relations between police and public have resulted from the assistance given by police officers to sufferers in the floods.

**Discipline of the force.**

The discipline of the force throughout the year was well maintained. Efforts to create disaffection in the ranks had no effect, as there was no resignation or refusal of duty which could be ascribed to political reasons. Charges against the police, although showing a slightly increased total, were singularly unsuccessful. Of the 263 cases instituted against police officers, 30 were found false, 69 were dismissed, 42 were withdrawn, and in only 40 cases a conviction was obtained. This average of 17 per cent. of convictions is on a par with the results obtained during the previous two years.

**Characteristics of the year.**

The year 1923 was marked by a decline in the violent methods of political agitation and by a fall of prices coupled with good harvests. Both these factors have had their effect on the annual crime statistics. The close relationship between the economic condition of the people and the number of thefts and burglaries committed is shown by the decline in both forms of crime. The reported cases of burglary were 16,259, or 2,183 below the average for the past three years. Theft cases, of which an average of 13,602 has been reported during the past three years, dropped to 9,665 in 1923. The decrease is not confined to any particular area, but is to be found in the figures from almost every district in the province, indicating that it is the result of the action of some common cause.

**Preventive measures adopted.**

The decline in the more violent methods of political agitation improved relations between the public and the police, leaving the latter free to devote more attention to the prevention and detection of crime. Among the preventive measures adopted was a change in the method of surveillance of ex-criminals and suspects. The old and less efficacious method of open surveillance by visits to the house of the bad character at stated intervals was replaced by secret picketting with excellent results. In many cases offenders were caught assembling for dacoity, or with the proceeds of a theft or burglary on their persons. One daffadar

alone was responsible for arresting a gang of five notorious Nepalese burglars who were all convicted.

**Their effect on dacoity.**

Preventive measures have also been adopted with success in districts where dacoity is common. Attention was drawn last year to the prevalence of this form of crime, especially in certain districts, such as Bhagalpur and Purnea. The number of reported dacoities had risen from 274 in 1920 to 310 in 1921, and reached 403 cases in 1922. The increase could not be attributed to economic causes, but was due to the work of regular gangs who took advantage of the prevailing unrest and the paucity of the police force available. A special patrol force of over a hundred was drafted to Purnea to take over charge of surveillance work from the local police, who concentrated on the investigation of dacoity cases and the prosecution of the active members of gangs under the bad livelihood sections of the Penal Code. The effect of these special measures was that dacoity figures in Purnea dropped in the first half of the year to 48 cases, and in the latter half to 13 cases; while Bhagalpur, which reported 31 cases in the first half of the year, had only 8 cases in the second half.

**Murder.**

The number of murders showed an advance even on the abnormally high figures of last year, and the total reported was 292. Of these 33 were murders for gain, 21 were due to disputes over property, and 91 were the result of domestic quarrels and intrigue. The unrest prevalent in Purnea district was responsible for three cases in the first quarter of the year, in one of which a chaukidar was stabbed to death by a bad character and in another a burglar killed his pursuer. Infanticide accounts for a lamentably large number of murders, while ten cases were reported where the crime was due to a belief in witchcraft which still prevails among the aborigines of Chota Nagpur.

**Detection.**

Statistics show that investigation work in this province falls heavier upon the individual policeman than is the case elsewhere. The proportion of cognizable crime investigated averages 3·1 cases per head of the force, a proportion larger than in any other province except Madras, where a high standard of literacy prevails. In addition,

the scope of investigation is also wider. Every case reported to a magistrate or to the police is not necessarily investigated; otherwise in some cases time and energy would be expended for little or no result. Yet the proportion of cases investigated by the Bihar and Orissa police is 8 per cent. above the average prevailing in the six other major provinces. This accounts in part for the disappointing results in convictions, which in last year were 11 per cent. below the average obtained in other provinces. Returns for 1922 show that convictions were obtained in 37 out of 212 murder cases, and in 26 out of 342 cases of dacoity. Improved results in detection would no doubt be obtained if the police were to refuse to take up a greater proportion of cases, and concentrate only on those which repay investigation: secondly, if a higher standard of literacy were attained in the force, and thirdly, if a special detective training were given to sub-inspectors. The latter two conditions cannot be obtained without the expenditure of money, which at the moment is not forthcoming. A scheme for a detective training school on the lines of the Bengal detective school was introduced in 1921, but the Council decided that the expenditure was not justifiable and refused to vote supplies, with the result that the school had to close down.

**Inadequate financial provision.**

In the past, financial stringency has made it difficult for Government to provide funds to meet the recurring needs of the force for provision of suitable accommodation and equipment. Now that funds are more readily available, it is to be regretted that the voting of demands has been opposed by a certain section of opinion in Council. The opposition appears to be based on a mistaken idea that expenditure on police has increased at the expense of transferred subjects. The latest figures show, however, that during the past ten years, while the police budget has increased by 98 per cent., there has been an increase of 194 per cent. in the medical budget, 105 per cent. in the education budget, and 130 per cent. in the agricultural budget. The opposition encountered in Council has delayed considerably urgent demands for the equipment and housing of the force, some of which have been pending since before the war. It can be said with fairness that the lack of suitable accommodation and the absence of warm clothing and water-proofs are responsible for the regrettably large percentage of sickness which prevails among the lower ranks. In

1922, the number of police constables who were admitted to hospital as in-patients was 4,200, or 33 per cent. of the force, and the public lost 58 thousand working days, costing in pay alone half a lakh of rupees.

**The chaukidari force.**

The improved political situation and the consequent drop in crime combined to make the work of the village police force less onerous. In villages, where the chaukidar is the only symbol of the presence of Government, it is he who has had to bear the brunt of the unpopularity and disaffection stirred up during the past few years. His manifold duties range from the arrest of offenders to the recording of births and deaths, all of which he discharges for a wage far below his economic value. In the surveillance of bad characters the village police, owing to their superior numbers, local knowledge and facility for secret action, have obtained better results than the district force. They are now taught to recognize criminals of bordering police-stations in addition to their own, so that immediately a crime is committed, the chaukidars of neighbouring areas can be mobilized to detect the offender. The strength of the village police is at present only a little over 70 thousand, roughly equivalent to one chaukidar to every 500 of the population or one and one-sixth square miles of area. When the new powers assigned to union boards under the Village Administration Act come into force, the duties of the chaukidar are likely to be still further increased.

**Use of extra police.**

Owing to the quieter conditions prevailing during the year, there were few occasions on which it was necessary to supplement the normal district force by the deputation of extra police. This was in marked contrast to last year when military police were constantly being called in to preserve the peace at strikes and other disturbances. It has been estimated that the total deputations during 1922 were equivalent to 135 days' duty for the whole force of 558 officers and men. The improvement in conditions in 1923 made it possible to withdraw the force of mounted military police, which had been stationed since 1921 at Muzaffarpur on account of internal disturbances, and no further occasion arose for the use of mounted troops for the rest of the year. Additional police quartered in a village in the Ranchi district on account of a land

dispute were also withdrawn during the year. Apart from the usual deputation of military police as a precautionary measure during the Bakr-Id, there were only two occasions on which circumstances necessitated the use of bodies of armed police to preserve the public peace. One such occasion was during the partial strike which occurred in the Giridih coal-fields in January. The other was in April, when a dispute between tenants and landlord in Singhbhum led to widespread looting and disorder among the aboriginal Santals.

**The administration of criminal justice.**

The most important change which occurred in the administration of criminal justice during the year was the introduction of the amended Criminal Procedure Code, a report on the working of which has been called for from all courts concerned.

Statistics are now available of the results of the system of trial by jury which was extended in 1922 in the case of certain offences to the districts of Saran, Darbhanga, Shahabad, Gaya, Manbhum, Cuttack and Monghyr. During 1922, the number of persons tried by jury was 584; the verdict of the jury was accepted in respect of 547 persons, while for the remainder a reference was made to the High Court.

**The jury system.**

As to the merits of the jury system, opinions are by no means unanimous. Out of 40 trials held in Patna, involving 234 persons, the jury returned a verdict of guilty in 13 cases involving 51 persons, while in Darbhanga in 7 trials involving 21 persons, a verdict of guilty was returned in only one case. In Patna, statistics show that a verdict of not-guilty was returned in two cases out of three, and the outstanding feature of the working of the jury system which would impress any observer is that it is difficult for the Crown to obtain a verdict of guilty. This result is due in part to the practice followed by accused persons of reserving their defence until they reach the Court of Sessions. It is clear that the success of an investigation ought not to be a question of tactics, and the failure of a true sessions case is due either to insufficient evidence or to the constitution of the tribunal. One would be inclined to attribute the unsatisfactory results of jury trials in this province to the inexperience of the jurors rather than the inefficiency of the police.

Generally speaking, the results of trials in the courts of sessions have been less satisfactory under the jury system than under the system of trial by assessors. In nine out of the ten districts where jury trial is in force, the opinion of assessors was in favour of conviction in 44·7 per cent. of cases, as against 43·5 per cent. in corresponding trials by jury. Although there is little difference between these percentages, it should be remembered that the judge is not bound to agree with the opinion of the assessors; hence convictions in the cases recorded were not 44·7 per cent. but 63·6 per cent. of the number of cases tried. Altogether in 1922, the number of persons tried with the aid of assessors was 1,099. In the cases of 718 persons, the Sessions Judge concurred with the opinion of both assessors, in the cases of 154 he differed from the opinion of one, and in the cases of 227 he differed from the opinion of both.

**Sessions court trials.**

A distinctive point in Indian criminal justice is the frequency of appeals. In the High Court in 1922, 208 appeals were decided and the orders of the lower courts were upheld in 147 instances, reversed in 25 and modified in 33, while a new trial was ordered in three cases. In the sessions courts, 52 per cent. of appellants were entirely unsuccessful, 30 per cent. were acquitted, and 15 per cent. obtained a reduction or alteration of sentence. The figures in magistrates' appellate courts are almost similar. From these figures it will be seen that the proportion of entirely successful appellants is about one in three, and that in seven cases out of ten appeals are unsuccessful.

**Results of appeals.**

Over two lakhs of witnesses attended the various courts of magistrates during 1922. Of these, 67 per cent. were only required to attend court on one day, 23 per cent. on two days, 7 per cent. on three days, and under 3 per cent. on more than three days. Owing to the increase of work in the High Court, it was found that the sanctioned strength of judges was insufficient to dispose of the cases, and consequently the temporary appointment of two additional judges was sanctioned towards the end of the year. In response to a demand for direct recruitment to the Judicial Service from the local bar, an appointment was made of a vakil to the post of District and Sessions Judge.

**Examination of witnesses.**

Although civil and criminal justice attracted a certain amount of attention in the Council during the year, the number of questions and resolutions on this subject was much less than last year. On more than one occasion, information was asked of the progress of the proposed scheme for the separation of executive and judicial functions, which has now been referred to the Government of India. The question of the prevalence of bribery among the subordinate staff in courts was the subject of a resolution, which was adopted. urging that steps should be taken to check corruption. The debate on the resolution produced no useful suggestions for dealing with the evil, and the Council had to remain content with an assurance that Government would impress on inspecting and supervising officers the necessity of checking such malpractices. Proposals of Government in this connection are now engaging the attention of the High Court. The two important resolutions regarding political prisoners have already been mentioned in a previous chapter. An appeal was put forward as the general election approached, that a general pardon should be granted by the local Government to political prisoners, so that they might be free to present themselves as candidates for election to the Council. As was pointed out by the Hon'ble Mr. McPherson, the demand was based on a misunderstanding of the meaning of the act of pardon, which is, in India, a prerogative of the Viceroy, and can only be exercised in individual cases and not for the benefit of a particular class of offenders. The debates on the release of political prisoners dealt chiefly with the ethics or expediency of the proposal, and took little account of the smallness of the number of persons so confined. At the end of 1923, the total number of prisoners classed as political prisoners still undergoing imprisonment for offences under the Criminal Law Amendment Act, section 108 of the Criminal Procedure Code, and section 124A of the Indian Penal Code, was only fifteen.

**The Council and civil and criminal justice.**

The Council also devoted some attention, though less than last year, to the subject of Jail administration. A resolution was carried, after lengthy discussion, recommending the abolition of whipping as a punishment in jails. Members in adopting the motion seemed to have been influenced by humanitarian theories regarding corporal punishment. In view of the fact that

**Debates on Jail administration.**

whipping is only employed as a last resort for the most serious offences against the jail code, Government announced that they could take no steps to give effect to the recommendation.

**Treatment of political prisoners.**

Revised instructions issued during the year regarding the treatment of political prisoners in jails. In order to keep such prisoners separate from the ordinary convict, they are now confined only at certain of the central jails, those sentenced to rigorous imprisonment at Bhagalpur, and simple imprisonment prisoners and "special division prisoners" at Hazaribagh. The latter class of prisoners are allowed to provide their own food, clothes and bedding, and to make use of books, papers and writing materials. They are permitted to write and receive letters, and have interviews once a month, and are exempt from certain menial duties.

**Health in jails.**

The suggestion has been frequently made that jail diet is meagre and lacks nourishment, and that in consequence the health of prisoners suffer during their time of detention. The allegation has invariably been shown to be false, and is disproved by the latest figures available, dealing with the health of prisoners. In 1922 the daily average of sick, the total number of deaths and the death-rate among the jail population were the lowest recorded during the last five years. The figures for 1923 are equally favourable. The number of admissions to hospital was 5,970, as against 5,868 in 1922, while the death-rate showed a very slight increase from 17·1 to 19·4 per mille. The figure compares favourably with 24·7, the death-rate for the whole province. The effect of jail diet on weight is also remarkable. During 1922, 56 per cent. of the convicts were found on discharge, to have gained in weight, 18 per cent. had lost weight, while 26 per cent. had remained stationary.

**Jail population.**

There was a slight increase in almost all classes of the jail population during 1923. Although the number of convicts admitted from courts direct was only 11,495, compared with 12,727 in the previous year, the daily average of all classes of prisoners was 5,955, or about 127 more than in 1922. Female prisoners, though a small minority, showed a decrease from 463 to 399, while the number of youthful offenders and juveniles admitted was 485 against 488 in 1922.

The percentage of prisoners undergoing short sentences still remained unduly high. In 1922, 33·63 per cent. were undergoing sentences not exceeding one month, and 26·41 per cent. sentences above one month but not exceeding three months. This means that two out of three persons convicted were in jail for three months or less. Government has long recognized that short-term sentences can seldom be deterrent and never reformative, and that they are liable to be harmful, especially in the case of juvenile offenders, in familiarising the offender with prison, in destroying his self-respect and making him indifferent to further disgrace. Although it is admitted that alternative punishments cannot always be provided, courts are clearly instructed that sentences of this description should not be imposed except when absolutely necessary.

**Preponderance of short-term sentences.**

Where the detention of juvenile and youthful offenders is unavoidable, long-term sentences are preferable, so that the prisoner may be given the benefit of special treatment either in the Monghyr juvenile jail or in the reformatory school at Hazaribagh. During 1923, 260 youths, between the ages of 15 and 20, were admitted to the juvenile jail, where they receive industrial training in carpentry, tinsmithy, weaving or gardening. The value of the education given is shown by the fact that of the 321 youths discharged during 1922, 57 were able to read and write with proficiency and solve simple sums in arithmetic, 63 could read and write and do addition and subtraction, 78 could read and write simple words and phrases, and the rest, 123, had learnt the alphabet and to count up to one hundred. All these boys, except five, were illiterate when admitted to jail.

**Juvenile offenders.**

The continued small jail population has prevented the working of the jail factories to the limit of their capacity. The principal jail factories are only two—those at Bhagalpur and Buxar. At Buxar the main industry is tent making and tailoring. Here, although the minimum number of prisoners required for the proper running of all the departments is about 600, the number employed averaged only 400 in 1922. Despite the fact that no orders for tents were placed by the Ordnance Department, who used to be the largest customers, the department showed a profit on the year's working

**Jail manufactures.**

of over Rs. 72,000. At Bhagalpur, textile work in the woollen factory is the chief industry, supplemented by a carpentry and smithy shop. Thanks to careful supervision over working, and judicious purchase of raw materials, and disposal of manufactured articles, the industries at Bhagalpur are now showing a handsome profit, which in 1922 was almost Rs. 80,000. The outturn of the factories is considerable. Buxar jail during 1922 supplied 86 thousand chaukidari and 14 thousand police uniforms, nearly 13 thousand articles of prison clothing, and 14 thousand uniforms of other types; while 12 thousand opium bags and three thousand pounds of cloth were supplied to the Opium Department.

During 1923 certain changes were made in Jail administration consequent on the recommendations of the Indian Jails Committee.

**Changes in Jail administration.**

The most important of these was the constitution of a revising board for the revision of sentences of long-term prisoners. Such prisoners are only confined in the central jails at Buxar, Bhagalpur, Gaya, Hazaribagh and in the district jail at Cuttack, and at these places the board, on which the District Officer and the Sessions Judge are represented, meet once a year to consider cases and make recommendations for the remission of sentences. Cases of prisoners are placed before the board by the jail superintendent, after they have served half the period of their sentences in the case of non-habitual prisoners, and two-thirds of them in the case of habitual prisoners. The board's decision takes into account the prisoner's antecedents, his conduct in jail, and the probabilities of reformation, if he is released.

Minor changes in jail rules have been made regarding the confinement and guarding of female prisoners during transfer from one jail to another, and also in the " condemned " cells, while a relaxation of previous orders has been made so as to allow habitual prisoners to be appointed to the post of convict night-watchman.

# CHAPTER VI.

## Government and Social Problems.

THE preceding chapter has dealt with the work accomplished during the year in the administration of justice and the maintenance of law and order, both necessary preliminaries to the social and material progress of the people. Of the social problems which the present chapter reviews, the most important is, undoubtedly, that of education. It is the chief factor governing the rate of advance in all schemes for improving the sanitary conditions, the methods of industry, the political views and the general outlook on life of all classes in the province.

**The condition of education.**

The general condition of education in Bihar and Orissa does not compare favourably with the rest of India, either as regards the statistics for literacy, or school attendance or expenditure. The latest census figures show that out of a total population of over thirty-four millions, only 1,600,000 are sufficiently literate to be able to write a letter to a friend, and read the reply, and though the number of literates is 200,000 more than it was in 1911, the percentage of literates to the rest of the population is only 4·7, as compared with 7·5 per cent. for the whole of India. As regards attendance at schools and colleges, Bihar and Orissa, for every thousand inhabitants, has on an average 21 pupils attending primary schools and 2 attending secondary schools while the numbers for all India are 25 and 5 respectively. The percentage of pupils attending colleges is, similarly, only a quarter of the average for all India. Again, as regards expenditure, while the direct public expenditure for each 1,000 inhabitants of British India on primary and secondary schools respectively is Rs. 145 and Rs. 71, Bihar and Orissa spends only Rs. 61 and Rs. 29. On the other hand, although the expenditure on colleges in the province is, relatively to population, only 60 per cent. of the all-India figure, its colleges

are conducted on a scale which is more expensive than the average for the whole of India. The chief conclusion to be drawn from this comparison of figures is, that education in the province needs much more money, and that it is wanted more for primary schools than for colleges.

**Primary education.**

Since the advent of the Reforms, the primary education of the masses has assumed an added importance in India, owing to the need of creating an intelligent electorate. It is, therefore, all the more regrettable that the opening years of the Reformed Constitution saw a serious set-back in primary education in this province. During the five years, from 1917 to 1922, the number of primary schools for Indian boys decreased from 23,274 to 22,443: the number of pupils fell from 646,345 to 629,590, while the expenditure increased from Rs. 25,86,470 to Rs. 32,35,306, or by Rs. 6,48,836. The past year, however, has seen a marked improvement both in the number of schools and of the pupils attending them. Primary schools for Indian boys, though not yet as numerous as in 1917, rose from 22,443 to 23,078, and their pupils from 629,590 to 661,548. Taking the figures for primary schools of all classes for boys and girls, both Indian and European, the number of schools at the end of the year was 25,642, while the number of pupils, 722,033, is the highest ever recorded in the province. These results, satisfactory as they are, are capable of improvement, considering that only 29·3 per cent. of the boys of school-going age actually attend as pupils.

**The Council and primary education.**

The importance attached to the subject, and the need for removing the illiteracy of the masses are reflected in an important debate in the Council on a resolution advocating that primary education, so far as it concerned boys, should be made free and compulsory throughout the province. This was also the recommendation of the committee on primary and secondary education whose report was published during the year. However desirable it may be in theory to provide education free of fees, the proposals raise certain practical difficulties, chief of which is the provision of the requisite funds. It has been estimated that to abolish all fees paid by pupils in the existing schools would cost nine lakhs, and that a further sum of six lakhs a year would be required, in view of the extra number of pupils who would be attracted by the remission of fees. Compulsory education would

require a very much larger sum, on account of the extra buildings and extra teachers required to deal with an attendance over three times as large as at present. Taking the average cost of educating one boy at six rupees per annum, the total cost of making primary education compulsory would be not less than a crore of rupees per annum, which is equivalent to one-fifth of the total provincial revenues. Unless, therefore, special taxation is imposed to meet the cost, it is obviously impossible to find money for free and compulsory education. Government has many other claims on its purse, such as sanitation and medical relief, which most persons consider at least equally pressing, and these cannot be neglected.

**Effects of the debate.**

To some extent steps have been taken to meet the demand for free primary education, by adding to the number of pupils exempted from fees. In future no fees will be payable by parents who are below the limit of the chaukidari tax assessment, and the proportion of free-studentships among the remainder has been raised from ten to twenty per cent. This will mean that at least one-fifth of the boys attending primary schools will get their education free. In addition, a special recurring grant of five and a half lakhs has been made this year for the expansion of primary education. Grants to the district boards will be standardized on a system which takes account of the population of each district and the wealth of the board, while in the case of municipalities, it is proposed to offer half the cost of educating 80 per cent. of the boys of school-going age. Besides the present grant of five and a half lakhs, subsidies have been made to local bodies in the past on an increasingly generous scale. The total contribution in the year 1922-23 to the cause of primary education from Government was approximately 15 lakhs, while the expenditure, direct and indirect, incurred by local bodies amounted to 13 lakhs. In addition, Government spent another four lakhs in direction, inspection and the like.

**Lack of teachers.**

The difficulties of the proposals, however, do not end with the provision of funds. Were the requisite funds immediately available, it would not be possible within one year to provide the increased number of teachers, buildings and supervising staff necessary for universal free education. The difficulty of obtaining satisfactory teachers in Bihar and Orissa is largely due to the low rate of pay offered, which can hardly attract whole-time teachers with a love of their

profession. While the average monthly salary of a qualified primary school teacher is Rs. 26 in the Punjab, the primary school teacher in this province receives on an average about Rs. 9 a month. The present minimum stipend varies from Rs. 2 to Rs. 9 according to the qualifications of the teacher. A new scale of minimum stipends, varying from Rs. 4 to Rs. 12 a month with an additional Rs. 2 for schools within municipal limits has now been recommended to local bodies, who can meet the cost from their increased grants. Buildings, again, take time and money to provide. Before universal primary education is feasible, very large sums will have to be spent in this way. Hitherto the policy of Government has been to encourage specially constructed buildings of a durable type only in the case of board managed schools, and local bodies are advised that aided and stipendiary schools, should be housed in a simple hut or some partially enclosed structure built of materials available in the locality.

Another difficulty in the way of a large increase in primary schools lies in their management and inspection. Endeavours have been made recently to encourage the formation of managing committees for primary schools, it being recognized that it is only a local authority which can secure regularity of working and the prompt attention to repairs which is necessary in the case of buildings of mud and thatch. There are now 499 such committees in the Patna division, and 188 in the Bhagalpur division. In Tirhut there are 376 schools with managing committees, while the system of block grants has been extended to 19 unions. The chief difficulty is to find suitable committees. The bulk of the villagers are cultivators who have little or no education, and have long considered the teachers the sole managers of the schools, while the teachers themselves resent any change which would give them a subordinate position and possibly endanger their fees. For a long time it was only in the Christian missions, especially in Chota Nagpur, that any satisfactory agency could be found, but recently effective help has been rendered by the co-operative movement. Central co-operative banks and unions now take block grants from the district boards and manage local schools through their affiliated societies. It appears probable, however, that the eventual solution of the difficulty will be found in handing over the local control of schools to the union boards which will be established under the Village Administration Act.

**Local managing committees.**

To be a success the system calls for qualities of keen interest and public spirit from a class which, up to the present, has not shown either marked ability or energy in that direction. The test of enthusiasm for the cause of education is whether the community is willing to tax itself for the purpose. The Primary Education Act empowers municipalities and unions to make primary education compulsory within their areas and to levy an education cess. No municipalities at present impose this cess, and only one municipality, namely that of Ranchi, has taken advantage of the opportunity to make education compulsory. At Ranchi the number of boys at school has undoubtedly increased and the present schools are reported to be full, but there appear to be numerous loopholes through which boys can escape attendance and the success of the scheme cannot yet be judged. Government are doing their best by an increased grant to make the experiment effective, and are also arranging for the introduction of the Act into three rural unions in different parts of the province.

**Municipalities and education.**

The same causes which led to an improvement in primary education during the year have also affected secondary education. The total number of secondary schools of all classes rose during the year from 567 to 571, and the number of pupils from 59,003 to 65,863, while the direct expenditure increased only slightly from Rs. 23,39,590 to Rs. 23,70,984. Although the number of schools and the rate of expenditure has considerably increased during the past five years, the number of pupils is still four thousand less than in 1916-17. The reasons, however, which led to the decrease in pupils are now less strong. The effect of non-co-operation on secondary schools is rapidly passing away, as is shown by the fact that three high schools, at Muzaffarpur, Darbhanga and Sursand, which fell away during the movement have again been recognized. Again, owing to easier conditions now prevalent, parents can more readily afford to pay the fees which were revised in 1921.

**Secondary schools.**

The new Board of Secondary Education came into existence during the year. There are 22 members, including the Director of Public Instruction, three representatives of the Senate and three of the Legislative Council, the principals of the three Intermediate Colleges and others representing various

**Board of Secondary Education.**

communities and departments of Government. The Board has administrative powers over high schools and intermediate colleges and has the right to initiate and be consulted upon general questions of policy connected with the institutions under its control, to inspect them and to prepare a budget of the sums which they require annually for grants-in-aid. The Board has also taken over from the Director of Public Instruction the power to recognize high schools as fit to send up candidates for the matriculation examination.

**Vocational training.**

Another topic concerning secondary education, which is now under investigation is the question of vocational training. Although the special committee appointed to advise on the subject had not submitted its report before the close of the year, some steps have already been taken towards imparting specialized training in secondary schools. It has at last been possible to make provision in the budget for increasing the number of classes in non-literary subjects at the Government high schools. The subjects to be taught are elementary science, manual training, botany, office work and commerce. The response from students so far has not been enthusiastic, and in 1922-23 only 63 candidates for the school-leaving certificate offered any but literary subjects. From the educational point of view, the value of the training at present given is almost negligible, though a grounding in the elements of science must be both stimulating and valuable, as science enters into most branches of modern industry.

**The vernacular as a medium of instruction.**

A number of important questions relating to secondary education were considered by the Education Committee whose report was published during the year. The chief of these are the question of the medium of instruction in high schools, and the problems whether English should be taught in all middle schools and whether these should be directly controlled by local bodies or by Government. The difficulties inherent in introducing the vernacular as a medium of instruction in high schools are well recognized. Although a strong desire exists that students should have the option of being educated in their own mother-tongue up to the stage of the matriculation examination, the number of vernaculars used in the different parts of the province makes the correction of written work, in particular, a serious problem, and

renders it impossible to introduce instruction through the medium of the vernacular in all the high school classes, without either neglecting the interests of minorities, or incurring very great expense in the duplication and triplication of classes. For example, it has been calculated that to introduce instruction through the medium of Hindi, Urdu and Bengali in the Government high schools alone would cost at least one and a quarter lakhs recurring, while the expenditure in aided schools would be quite as much again. In view of the many calls for funds in other directions, it has only been found possible to introduce the change as an experiment in about a dozen Government schools where most of the top classes are already duplicated, but all aided schools will be encouraged to do the same. In such schools as are chosen, the vernacular will be introduced in the first years as the medium of instruction in the lowest of the four upper classes and used for all subjects except English and mathematics. In English, instruction will continue to be given in that tongue for obvious reasons, while in mathematics, owing to the difficulty of translating mathematical terms into a form intelligible to Hindus and Muhammadans alike, instruction in English will continue to be employed. In this way instruction through the vernaculars will be extended gradually to all the four upper classes, so that eventually in 1929, it will be necessary to set papers for the matriculation and school-leaving certificate examinations in the various vernaculars as well as in English. These proposals have been accepted by the University, and steps are being taken to carry them out at once.

**Management of middle schools.**

The conversion of all middle schools into one type with English classes and the decision as to the controlling authority of such schools, are matters which deeply concern local bodies and especially district boards, whose opinion has been invited on the proposals. In view of the opinions expressed regarding the use of the vernaculars as a medium of instruction, it seems *prima facie* undesirable to convert middle vernacular schools into middle English schools, unless sufficient local demand exists. Further, it is felt that the management or even the control of all middle schools by the Education Department would involve an undue amount of centralization, a large increase in expenditure, and a doubtful gain in efficiency. Local bodies are in a much better position than Government to judge the needs of different areas, and the conversion

of vernacular into English schools, where required, will be easier if the schools are still under the control of local bodies. The change, if any is adopted, is likely to be that of placing all middle schools under the control of local bodies, subject to certain safeguards. A local body can manage a school directly more cheaply than Government, and, in particular, can secure a contented and efficient staff at less cost. Since the transfer of middle English schools to Government control, the pay and status of the district inspecting staff has been greatly improved, and there seems no reason now why local bodies should not manage the middle English schools as efficiently as they now manage middle vernacular schools.

**Arts colleges.**

It is satisfactory to note that the number of students in Arts colleges, which had been on the decline since the year 1918-19, showed an increase during the year from 2,075 to 2,314. This has been accompanied by a corresponding increase in expenditure, which now amounts to over seven lakhs of rupees, or Rs. 342 per pupil. The cost per college is over 30 per cent. above the average for similar institutions in other parts of India. This result is almost inevitable in view of the heavy initial outlay required by the province since it was separated from Bengal, and the special items of expenditure, such as the charges for post-graduate teaching, which have been recently undertaken. The commodious new buildings which were completed last year for the colleges at Bhagalpur, Muzaffarpur and Cuttack have probably been one of the causes of an all-round increase in the number of pupils. The scope of teaching has also been widened. M. A. classes in English were opened at the Ravenshaw College: Patna College was affiliated to the honours standard in philosophy, the Tej Narain Jubilee College at Bhagalpur to the B.Sc. standard in mathematics, physics and chemistry, and the Greer Bhumihar Brahman College in Sanskrit, while at Cuttack B.A. classes in botany were started and the chemistry and physics staff strengthened. The facilities for higher education in Orissa were thus much improved, progress being facilitated by munificent donations and endowments from the Maharaja of Mayurbhanj and the Sonpur State. Similar benefactions were received at Bhagalpur from the Banaili estate. These examples might well be followed by others who are in a position to share with Government the heavy cost of affiliating the external colleges in various subjects. Unless local

liberality can contribute towards the cost by means of endowments or bequests, the province can hardly afford to provide all the facilities which are so much desired.

**The University.**

The future of the University is still undecided, as the failure to obtain assistance in 1920 from central revenues for the construction of buildings on a new site outside Patna made further progress, for the time being, impossible. A report was presented during the year on an alternative proposal to locate the University in the neighbourhood of Patna College, which is still under consideration. The report discloses that opinion is not only divided on the relative merits of the alternative sites for the proposed university, but also on the question of the necessity for a residential university at all. The opponents of the scheme consider that the external colleges are at present adequate, and that available funds are better spent on encouraging primary education than on a central residential university, the cost of which is estimated at 63 lakhs. The majority of the committee, however, considered that the site in Patna City is congested and unhealthy, and unsuited to the development of a residential university where students will have space and freedom for academic life. They also consider that a teaching university is required, instead of the institution which is at present only an examining body.

**Female education.**

It is unfortunate to have to record a further decrease in the number of girls under instruction at a time when the number of boys under instruction had risen considerably. At the end of 1921-22, there were altogether 106,729 Indian girls at school, including those attending boys' schools, while last year 1922-23, the attendance had fallen by 2,237 to 104,492. The fact that the fall was confined to girls reading in boys' schools does not suggest that local bodies are neglecting this branch of education, but it is significant that the expenditure on girls' primary schools from district funds fell last year from Rs. 2,36,197 to Rs. 2,17,883. There are, however, other special causes affecting progress in female education in this province, namely, the pardah system, the early marriage of girls, the difficulty of obtaining trained teachers and the conveyance problem. The apathy of the public, especially in rural areas, is shown by the fact that in girls' primary schools no fees can be realized. Owing to the

lack of suitable trained women teachers the majority of girls' schools have to depend for teachers on old men whose abilities as teachers are doubtful. The cost of educating a girl and a boy is practically identical in primary schools, but in schools of a higher grade the cost of the girl's education is double that of the boy. The most encouraging feature of the year's progress in female education is the increased attendance in secondary schools which is shared also by the industrial and agricultural schools. This increase at a time when the figures of practically all other forms of female education are decreasing is satisfactory, and the increase in the number of those attending secondary schools is a hopeful sign for future progress, as it should help to solve one of the main difficulties of female education, the provision of teachers.

Special facilities are provided in this province for the education of the depressed classes and the various castes classed as aboriginals.

**Education among aboriginal tribes.**

The special staff for the inspection of aboriginal schools consists of deputy inspectors and sub-inspectors located in Ranchi and the Santal Parganas, while seven of the ordinary sub-inspectors in Chota Nagpur are aborigines by birth. The excellent work of missions among the aborigines is illustrated by the fact that the number of Christian aborigines attending school is 86·7 per cent. of the males and 38·8 of the females of school-going age, while for non-Christians the figures are 13·5 and 0·6, respectively. The total number of Christian aborigines at school rose from 20,829 to 22,070 during the year, while that of non-Christian aborigines fell from 37,409 to 36,619. The total attendance, however, is remarkably high, representing 1·5 per cent. of the aboriginal population, which was estimated at the last census at 3,779,762. To encourage education among these tribes, no fees are charged whatever in primary schools, and in all Government schools a specially low scale of fees is applied.

The percentage of the untouchable classes attending schools is less satisfactory, and the latest returns show that the percentage

**The education of untouchables.**

of pupils to children of school-going age is only 18·7 for males and 3·4 for females. The steps taken for the education of untouchables are the establishment of two special schools in Patna, one in Tirhut, one in Chota Nagpur and 127 with 3,022 pupils in

Orissa. Among the latter, are the special schools for the Pans, of which 35 in the Angul district are maintained by Government at a cost of Rs. 3,448. In Sambalpur there are nine special schools for Gondas, while in the coast districts of Orissa, Cuttack has 26 schools for the untouchables which receive stipends from the district board, and four unaided schools of the same class. Government provides special grants for the upkeep of certain schools and as capitation grants, and in addition, pupils of the untouchable classes are granted the same concessions as aborigines in the matter of fees and free-studentships.

**Excise.**

Another problem of social conditions with which Government are closely concerned is that of excise. Special attention has been directed to the working of this department owing to the activities of temperance reformers, and others who made use of their propaganda for political purposes. The profits of the excise administration have been stigmatised as " tainted revenue ", and the impression has been created that Government encourages drinking in order to increase the provincial income. In these circumstances it is satisfactory to note that the special Excise Committee appointed in 1921 to consider, among other questions, whether total prohibition was a practical policy, arrived at the conclusion that it was not. This almost unanimous conclusion should dispel some of the misapprehensions which exist as to the attitude which Government adopts towards the question of excise.

**Comparison with other provinces.**

In the first place, there is a tendency to over-estimate the amount of drink consumed in the province, and to imagine that because the excise revenue forms such a large proportion of the provincial revenues, the amount of drink must be correspondingly large. This is a fallacy. The excise revenue of Bihar and Orissa forms such a large part of its total revenues merely because the remaining items are so regrettably small. The actual consumption, in fact, is remarkably low. The excise revenue per head varies in different parts of India from just over four annas eleven pies in the United Provinces to two rupees, three annas and six pies in Bombay. In Bihar and Orissa it is only seven annas three pies per head, the lowest incident in any province but one. Nor is this low figure due merely to the cheapness of the liquor.

supplied. The annual average consumption of country spirit for every hundred persons, though higher than in Bengal and the United Provinces, amounts to only 3·6 gallons, which is considerably lower than the average consumption in Madras, Bombay or the Central Provinces. The opportunities for drinking given in this province also are not unduly large. The number of country spirit shops for every 100,000 of the population is 10 in urban areas and 4 in rural areas, compared with considerably higher figures in the Central Provinces and Bombay. It cannot, therefore, be said that any encouragement has been given to the practice of drinking, seeing that the average consumption per head is less than several other provinces, and the actual number of liquor shops is smaller proportionately to the population than in any province except Bengal. Far from encouraging drink, the policy of Government has been consistently "to minimise temptation to those who do not drink, and to discourage excess in those who do".

**Prohibition not a practical policy.**

The practical difficulties in the way of the policy of prohibition which some enthusiasts claim should be the aim of the excise policy are two-fold, the financial difficulty of making good the loss of revenue sacrificed, and the administrative difficulty of enforcing prohibition. It was the latter consideration which weighed chiefly with the Excise Committee referred to above. They emphasized the anomaly created by the existence of a large aboriginal population, accustomed from time immemorial to brew rice beer, and certain to resent any interference with their customs, which are interwoven with religious observances. They drew attention to the difficulties of communication, especially in the areas inhabited by these aboriginal tribes, which would make it possible to prevent illicit practices, also to the fact that a large portion of the province is bounded by small Tributary States and by Nepal, from which excisable articles, could easily be smuggled into British India, and finally, the facility with which drugs such as *ganja* and *bhang* can be cultivated. In face of these considerations, it seems idle to contend that the demand for drink would disappear automatically if Government were only ready to forego the excise revenue. This province would not only be saddled with the additional cost of a preventive staff, but would also have to face the odium of imposing extra taxation amounting to almost two crores of rupees.

These two difficulties combined leave no alternative but the present system whereby Government steps in to regulate the price, quality, quantity and strength of the liquor sold, thereby combining the maximum of revenue with the minimum of consumption. The latest figures available show that during the calendar year 1923, the excise revenue increased by Rs. 36 lakhs to over 1 crore 81 lakhs, or an improvement of about 25 per cent. over last year. During the same period the consumption of *ganja* and opium decreased, while the consumption of country spirit was 15 per cent. less than in 1919-20, and only 4 per cent. above that of the previous year. The slight increase in consumption is to be expected in a year which has seen the collapse of the non-co-operation movement and increased prosperity due to good harvests.

**Increase of revenue, with decrease of consumption.**

The reduction in consumption which has kept pace with the increase in revenue since the year 1918-19, is shown in the accompanying graph, which gives figures year by year for certain specified districts. It has not been found possible to compare the figures for the entire province, as during the ten years under review 278 outstills have been abolished and their place has been taken by distillery liquor shops. The graph accordingly compares the consumption of country spirit and the revenue obtained therefrom in thirteen districts in which the areas served by distilleries remained the same throughout the period. It will be seen that since 1918-19 there has been a decline in consumption, which was particularly marked in 1921-22, when the effects of the anti-liquor movement were at their maximum, and though consumption has since increased, it is still below the level for the quinquennium. On the other hand, revenue has steadily improved, especially in the past year.

**Figures for consumption and revenue in thirteen districts.**

A special feature of the excise receipts is the greatly increased figure obtained at the auction of excise and opium licences for the current year 1923-24. The total increase amounts to over Rs. 27 lakhs, or more than 51 per cent. of last year's demand. This is a striking commentary on the failure of the liquor boycott taken up by non-co-operators. There have been, within the past

**Failure of the liquor boycott.**

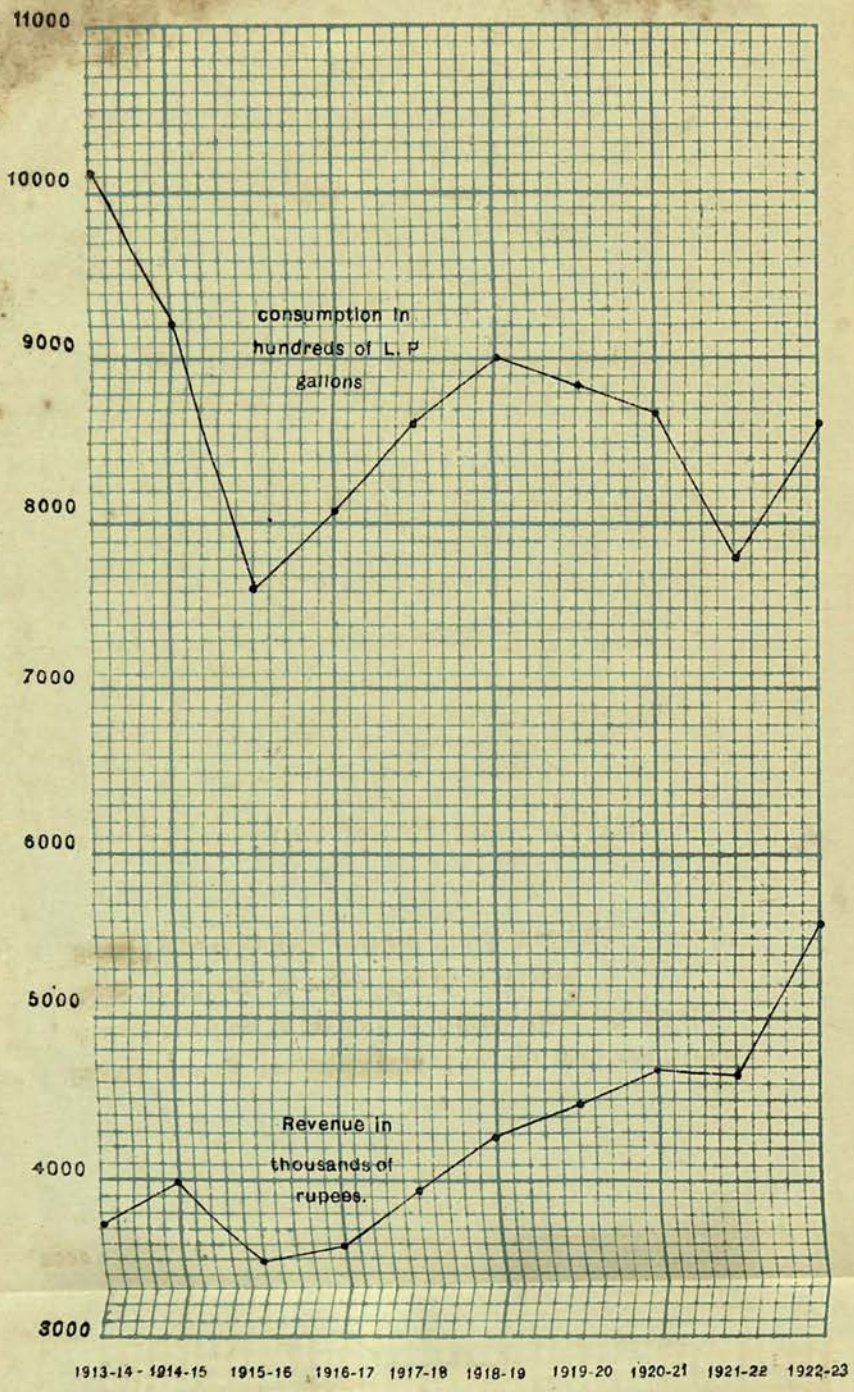


Diagram showing the consumption of country spirit and revenue obtained therefrom in the districts of Patna, Gaya, Shahabad, Saran, Darbhanga, Monghyr, Bhagalpur, Purnea, Santal-Parganas, Cuttack, Balasore, Puri. & Manbhum.

few years, genuine temperance movements, such as those started among the aboriginals in the district of Ranchi, or the Gondas of Sambalpur, which have affected sales and depressed the bidding at auctions. The anti-liquor agitation, however, as directed by non-co-operators, was more a political than a social movement, and aimed chiefly at curtailing the Government revenue. The campaign was conducted not by means of lectures demonstrating the evils of drink, but by attacks upon those who took any part in the trade in licit liquor. Cases, indeed, occurred where non-co-operators, far from discouraging the habit of drink, encouraged the aboriginals to distill their own supplies. The inevitable result was to drive a proportion of the drink traffic underground. Although there have been few incidents of picketting of liquor shops since the first quarter of 1923, the results of the movement, in the form of illicit sale and distillation, have been evident throughout the year. Altogether, 1,893 cases of illicit distillation were detected during the year 1922-23 against 1,015 in the preceding year; the increase being chiefly marked in the Santal Parganas, Sambalpur and Manbhum districts, where the aboriginal population was misled by agitators. The total number of persons convicted during the year was 3,354 against 2,256 in 1921-22, and of this number 1,224 were sentenced to terms of imprisonment. In most districts it has been found that such sentences are more efficacious as a deterrent than the mere imposition of a fine. The amount of fines imposed by criminal courts during the year was Rs. 73,879, or more than double the figure for the preceding year. During the same period the detective staff of the department seized about 7½ maunds of contraband opium and 1½ lbs. of cocaine. These details of convictions show that the sentiment of a large mass of the population is not yet in favour of prohibition, and give some idea of the preventive measures necessary, should prohibition be enforced.

**Increased number of prosecutions for excise offences.**

This does not mean, however, that Government is out of sympathy with movements for the better control of the liquor traffic. Following on a recommendation of the recent Excise Committee, Government propose to try the experiment of establishing licensing boards in place of the present advisory committees. Under the existing system, the committees have power to make recommendations as

**Licensing Boards.**

to the number, class and site of shops within their control, and the Department this year gave effect to their proposals for abolishing ten shops and five outstills. The committee also discussed proposals such as the removal of country spirit and toddy shops from road-sides, the prohibition of drinking on the shop premises, and other measures designed to remove temptation from women and children. The new licensing boards, however, which it is proposed to establish in the first instance in eight of the larger municipal areas, will have somewhat extended powers. The board, consisting of eight members, will contain only one official, and the remaining members will represent the views of the municipality, temperance societies, the labouring or consuming classes, the licensees, and the educated public. Although boards will not have the unrestricted right of local option, they will have powers (subject to the approval of Government) to reduce the number of the several classes of shops by not more than one-third of the total number of shops existing in the town in the last year in which the shops were settled by auction, to open new shops and fix their location and also to change the site of a shop if a suitable new site can be found in the same ward. The boards will also have power, within certain limits, to select the licensees.

**The sliding scale system.**

The Excise Committee also made the recommendation that the sliding scale system should be substituted, wherever practicable, for the auction system in the settlement of liquor licences, except in the cases of shops selling *tari* and *pachwai*. The sliding scale system which has been tried experimentally since 1919, is designed to remedy some abuses of settlement by auction. Under the new system, the licence fee of the shop is paid on the actual consumption during the month, instead of being settled by auction for the year. The fees so fixed are on a sliding scale, which leaves sufficient margin for the vendor's profits, but the rate of profit decreases in inverse ratio to the consumption, so that the temptation to push sales unduly is minimized. Last year, 117 country liquor shops were settled on the sliding scale, and this year their number has been increased to 212, while opium shops settled on the same system have similarly risen from 17 to 45. It is estimated that the licence fees for sliding scale shops will amount to ten lakhs of rupees during the year, while in next year's settlement it is intended to extend the system to all country liquor and drug shops

in the Patna division and in the districts of Balasore, Puri and Cuttack and to all drug shops in the Bihar districts.

**Drink among the aboriginal tribes.**

The use of the sliding scale system and the adoption of the suggestion for licensing boards are instances of the policy which Government has pursued of controlling the use of liquor so as to obtain the maximum revenue from the minimum consumption. It would, of course, be possible to place such a duty on the liquor supplied as to render its retail price prohibitive, but this course would merely result in illicit distillation. The demand for drink no doubt exists, and especially among those classes referred to by the Committee whose traditional customs and religious observations sanction the use of liquor. During the year 1922-23 licences for the home-brewing of *pachwai* (or rice-beer) increased from 364 to 773, while the total receipts from this head increased by almost a lakh of rupees. The concessions enjoyed by aboriginals as regards the free home-brewing of rice-beer remained unchanged during the year, though it was found necessary to withdraw the privilege from the industrial area around Jamshedpur.

**Decreased consumption of intoxicating drugs.**

Although the temperance movement in this province has condemned the use of intoxicants, there is not the same force of opinion regarding the use of intoxicating drugs. Cases, in fact, are reported in Gaya where people took to smoking *bhang* when the non-co-operation movement interfered with their natural preference for liquor. The heavy excise duties on opium and hemp drugs, however, tend to restrict their general consumption, at the same time increasing the revenue. In 1912-13, 2,500 maunds of *ganja* and 900 maunds of opium were consumed, and the revenue from both sources was just over 34½ lakhs. In 1922-23, only 1,800 maunds of *ganja* and 715 maunds of opium were consumed but the revenue rose to 57½ lakhs. Despite the enhanced duty imposed on *ganja* last year, the receipts this year increased by Rs. 5½ lakhs, while the duty on opium and *bhang*, which was raised during the year, yielded an increased revenue of Rs. 2½ lakhs, combined with a decrease in consumption.

# CHAPTER VII.

## Local Self-Government and Public Health.

THE year 1923 saw important developments in the sphere of local self-government. The increased powers delegated to local bodies last year by the passing of the Bihar and Orissa Municipal Act and the Village Administration Act, were supplemented during the year by a third Act amending the Local Self-Government Act. This latter measure has been more fully discussed in the chapter relating to the work of the Legislative Council, and it is not proposed to enter in detail here into the changes which it introduces. It may be useful, however, to consider the cumulative effect of these three progressive measures, which mark a great advance towards the control of local affairs by local bodies in districts, towns and villages.

**Changes introduced by recent legislation.**

The most outstanding feature of the changes introduced by the measures is the relaxation of official control. Local bodies in the past have relied, perhaps too confidently, on the guidance and initiative of officials who had not only the administrative experience necessary to direct the conduct of local affairs, but also the powers requisite to put their policy into effect. If, in the past, the result of this monopoly of official control has tended to discourage the abler members of the board from offering independent opinions, or learning by experience the responsibilities of office, the situation is now completely changed. There are ample opportunities open to those who are interested in local politics to control the conduct of affairs on local bodies. The proportion of nominated members on municipalities and district boards is now limited to one-quarter of the total number of members, and no salaried official can be elected chairman of a municipality or district board, or even take part in the election of the chairman.

**Extension of the electoral system.**

Another result of the recent legislation is the extension of the electoral system, which is designed to make local bodies more representative of the areas which they serve. Thus, in municipalities, the proportion of elected members has been increased, while the franchise has been extended to all persons (even women, when specially qualified) paying one rupee eight annas as taxes. In district boards the number of members has been greatly increased with a view to receiving a representative from each thana, and, at the same time, the elected members out-number the nominated members by three to one. The qualifications of the electorate are based on those of the Council elections but are somewhat wider in their scope.

**Additional powers conferred.**

Additional powers have also been conferred on local bodies. In municipalities, the control of Government over the budget and other financial matters has been materially diminished, and commissioners have been given extensive powers to frame by-laws so as to adapt the Act to local conditions. The responsibility for municipal administration has, therefore, been thrown almost entirely on the representatives of the rate-payers, and in order to assist them in performing their duties, they have been given enhanced powers to deal with public nuisances and for improving the general condition of the town. Similar relaxations have been made in the control by Government of the finance of district boards, which, in addition to controlling primary education and medical relief, are now responsible for public health and sanitary conditions in the area under them. The system of popular control and representation has been carried one stage further by the Village Administration Act, under which union boards can be empowered to deal with certain of the administrative duties performed by district boards, such as sanitation, medical relief, primary education and the maintenance of village roads. These union boards are wholly elected, and, as the area which they control is very small, the members should be continually in touch with and influenced by the wishes of their electorates.

**The working of municipalities.**

The effects of the delegation of control which these new measures involve will be watched with interest. In the past, the comparative autonomy enjoyed by municipalities has not always been prudently exercised. The reports for the financial year show

that there are eleven municipalities whose financial position is unsatisfactory and nineteen whose liabilities exceeded their assets. The unsound financial position of municipalities in general can be ascribed, in part, to inadequate collection of taxes. The percentage of realizations of the current demand, which should normally be not less than 95, was 96·2 in the year 1922-23, compared with 92·2 in the preceding year. Though this increase denotes an improvement here and there, there was no all-round activity in collections, especially in collections of arrears of taxes. In ten municipalities the arrears outstanding were more than a quarter of the current demand, while on the total demand for arrear and current taxes during last year, four lakhs or 16 per cent. was uncollected. This unfortunate result is due primarily to neglect of supervision over the collecting staff, which gives opportunities for embezzlement of funds and other irregularities. The audit report shows that municipalities, in order to extricate themselves from financial difficulties, have been diverting Government grants and other special receipts to the payment of current expenses, while the finances of the Bhagalpur municipality are almost hopelessly involved.

**Low incidence of taxation.**

Municipalities differ from district boards as at present constituted, in being able to vary the amount of their taxation within certain limits to suit the needs of the individual town. As proposals for increased taxation inevitably arouse a storm of protest, it is satisfactory to note that the average incidence of taxation which had risen by two annas per head last year, made a further advance from Re. 1-11-0 to Re. 1-13-0 per head of the population. In some areas, such as that controlled by the Patna Administration Committee, the assessment is heavy, amounting to Rs. 9-10-4 per head, owing to the intensive sanitary measures required in a populous centre. The average incidence, in smaller municipalities, is still low, and little return can be expected from taxation averaging only one rupee per head a year. One way in which municipal revenue can be increased is by paying strict attention to the revision of assessment, and this was responsible for an increase of Rs. 1½ lakhs in the receipts for the last financial year. There should be a further improvement under this head during 1923, owing to the increase in the number of the electorate. Beyond this, there has been little attempt to explore new sources

of income, and take adequate steps to tax them. A circular letter addressed to municipalities during the year drew attention to the opportunities offered by the new Act for increasing the maximum limit of taxation, and the fees leviable on certain trades and professions for licences, and the profits which can be drawn from the sale of old material and leasing of municipal property.

**Elections in municipalities.**

During the year, all municipalities were reconstituted under the new Act, with the exception of one, where proceedings were stayed by a legal injunction. The number of seats open to election has been increased from 509 to 785, and this fact, combined with the activity of political parties, gave an additional interest to the elections which were more keenly contested and better attended than usual. In practically every town non-co-operators stood as candidates, and though they did not receive the support they expected, they were able to secure a working majority on nine municipal boards. It is to be hoped that this new turn in local politics will revive interest in municipal affairs and improve the attendance of commissioners at meetings. In thirteen municipalities, the average attendance of commissioners fell below 50 per cent., while a large number of meetings proved abortive for want of a quorum (or had to be adjourned for other causes) in the Tirhut division.

**Income and outgoings of municipalities.**

The aggregate income of municipalities in the province amounted in 1922-23 to Rs. 32,35,000 or, including opening balances and special items, Rs. 46,44,000. Of the ordinary income, 66·9 per cent. was derived from taxation, 21·4 per cent. from grants and 11·7 per cent. from miscellaneous sources apart from taxation.

The proportion of expenditure devoted by municipalities to different subjects is also very illuminating. The ordinary disbursements of municipalities amounted in the last financial year to Rs. 31,55,000. Of this, 31 per cent. was spent on conservancy, 13 per cent. on public works, 11 per cent. on medical relief, 10 per cent. on water-supply, 6 per cent. on education, 6 per cent. on lighting and 3 per cent. on drainage. The low percentage of funds allotted to education, shows that municipalities are still slow in taking advantage of the Primary Education Act which authorises them to impose a special education cess and to introduce compulsory

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education. The expenditure on education compares strangely with that on conservancy, which in forty-four municipalities absorbs over a quarter of the total funds available. Although the amount allotted to conservancy has nearly doubled in the last decade, the present expenditure, though not unsatisfactory, is by no means adequate to the needs of the towns. With the rise in the price of materials and labour and an increased standard of efficiency due to modern developments in sanitary science, it is no longer possible for municipalities with more or less fixed sources of income to keep pace with present-day requirements. Nevertheless, there is much room for improvement which could be obtained without extra expense by enforcing strict supervision and control over the staff, and by devoting personal attention and energy to the sanitary needs of the town. The reports of inspecting officers disclose that generally there is a slackness of supervision on the part of the executive which prevents the tax-payer from getting full value for his money. The appointment of health officers would also go far towards improving the sanitary conditions of towns, but up to the present all municipalities have not recognized the fact. The engineering branch of the Public Health Department has in hand numerous projects for drainage and water-supply in the larger areas. Shortage of funds has made it impossible to proceed with the more elaborate of the sewerage schemes, but there has been a marked advance in the provision of piped water-supplies. Where these facilities are not given, money has been spent on the cleansing and disinfecting of existing wells and the sinking of new wells. More tangible results may be expected in the near future from the working of the new Municipal Act which gives full power for improvement in all forms of water-supply.

**Sanitation in municipalities.**

Reference has been made earlier in the chapter to the changes in the constitution of district boards due to the adoption of the electoral system and the enhanced powers to be delegated to them under the new Local Self-Government Act. During the year electoral rules have been issued for district board elections on the model of the procedure framed for elections to the Council. Government has also fixed electoral circles in each district in all divisions except Chota Nagpur, and allocated the number of elected and nominated members of each board. The consequence has

**Forthcoming elections in district boards.**

been a rise in the number of seats open to elected members, including those in the Chota Nagpur division, from 178 to 453. Elections under the new rules will be held in 1924.

**The income of district boards analyzed.**

One of the chief differences between the finance of municipalities and district boards, as at present constituted, is that the income of the latter is comparatively inelastic, consisting of the proceeds of cess collections, supplemented by grants from Government and a few minor sources of revenue. The total ordinary income of district boards amounted to Rs. 1,04,19,000 in the year 1922-23, which was Rs. 4,21,000 in excess of the income of the previous year. The increase is due primarily to revisions of cess valuations in different districts, in consequence of the appreciation of property owing to the development of agriculture, mines and forests. Cess contributions constituted 73 per cent. of the total income, while grants from provincial revenues represented 18·5 per cent. There was also an increase in the minor sources from which district boards supplement their income. The receipts from pounds rose during the year by Rs. 23,000 to Rs. 1,75,000, the increase in the Bhagalpur division alone being more than Rs. 18,000. The improvement is specially marked in the Purnea district where last year the income from pounds was reduced by nearly a half owing to the boycott of pounds instituted by non-co-operators. While receipts from pounds contribute 1·7 per cent. of the total income, tolls on ferries contribute 2·4 per cent. Ferry receipts, averaging Rs. 85,000 a year, have hitherto been credited to provincial revenues, but from the beginning of the next financial year these will be made over to district boards. Powers are also given under the new Act to raise revenue by imposing tolls on bridges.

The receipts from public subscriptions to educational and medical institutions remained at the same low level as formerly. The entire receipts of fees and contributions to schools amounted only to ·4 per cent., while receipts under the head medical including similar contributions did not rise above 1 per cent. In general, the income of district boards being largely based on cess collections, varies according to the rateable assets of the district and not according to the population. This factor is responsible for some strange anomalies, as for example in the Chota Nagpur division, which presents the unusual combination of having two districts, namely, Hazaribagh and Manbhum, so wealthy that they can

scarcely keep developments in pace with funds, while the other three are so poor that they can do little except keep the main arteries of communication open and contribute a little towards education and medical relief. Grants from provincial revenues are meant to level up these inequalities, but the demand for the development of primary education and increase of medical relief are so insistent that the boards in the future will have to face the problem of new taxation.

**Expenditure in district boards.**

District boards during the last financial year spent Rs. 1,05,73,000 in all, or Rs. 5,38,000 more than in the previous year. An analysis of the different heads of disbursement shows that of the total expenditure, 58 per cent. was devoted to civil works, 22 per cent. to education and 15 per cent. to medical relief. As these are the three chief heads of expenditure in district boards, it may be convenient here to examine them in greater detail. The proportion of expenditure devoted to civil works has not varied greatly during the past ten years, though there has been a tendency for the amount allotted to buildings to increase at the expense of the allotment for communications. This is the result of the increased number and cost of educational and medical buildings, which accounted for Rs. 6 lakhs out of the total civil works budget of 77 lakhs. The expenditure on communications alone was Rs. 41 lakhs, or roughly double the amount spent ten years ago. During that time there had not only been a rise in the cost of labour and materials, but also increased depreciation of road surface owing to a greater volume of traffic and the development of motor transport. Although an attempt has been made to cope with the demand for all-weather communications by extending road mileage and providing bridges, it is becoming painfully obvious that boards must either spend a greater proportion on roads or else give up any attempt to maintain roads fit for rapid traffic. Motor traffic, and in particular motor passenger-lorries, which are becoming increasingly popular, contribute little to the boards' income considering the amount of damage they cause, and unless further funds are forthcoming, boards may be compelled to allow stretches of *pukka* road to fall into disrepair. The mileage for all classes of roads, metalled, unmetalled and village, increased by 123 miles and the aggregate expenditure on

**Civil works budget.**

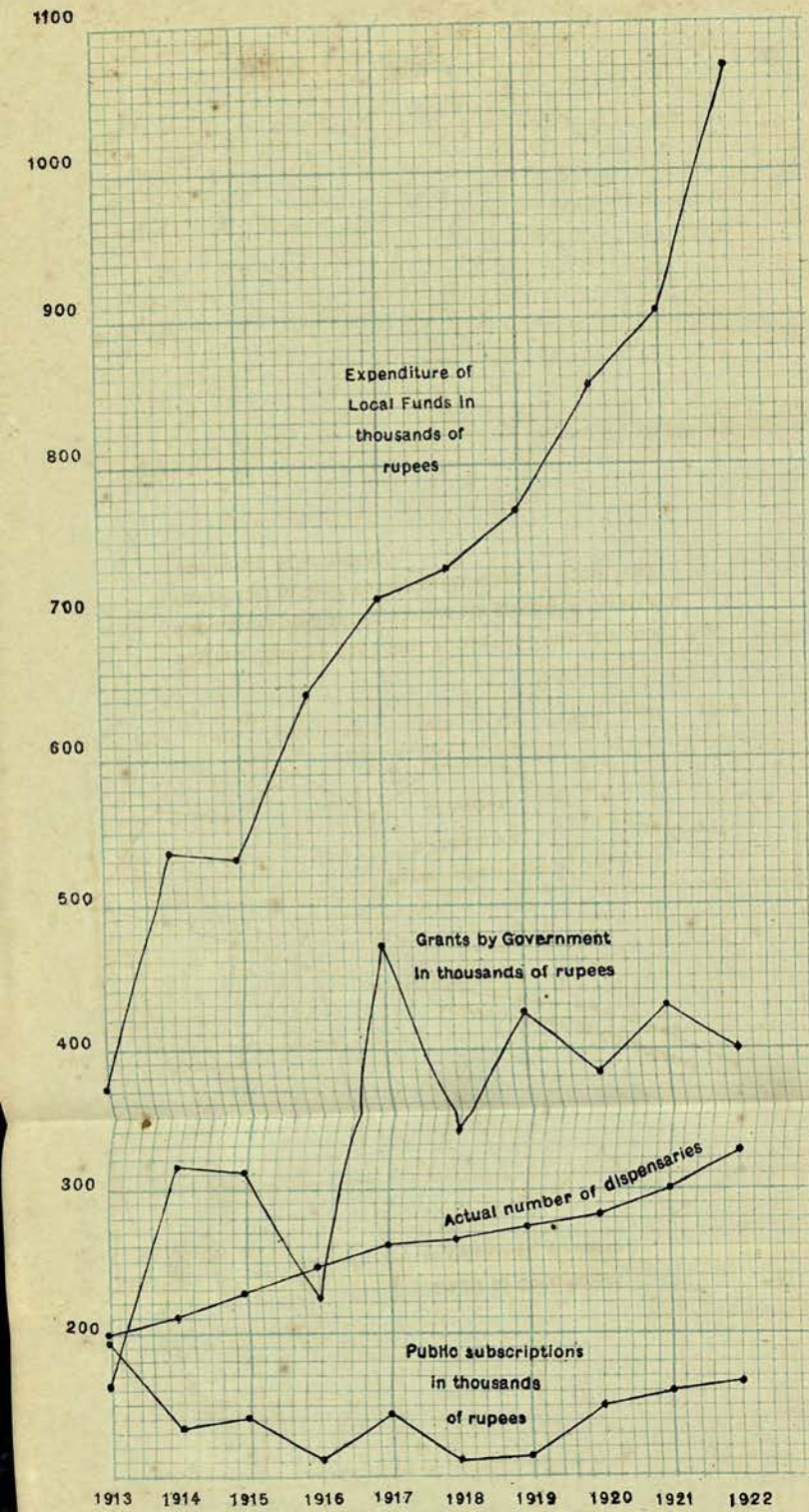


Diagram Showing the actual number of State and public fund dispensaries open during the last ten years and the amount contributed to their upkeep by Government, local fund and public subscriptions

23,873 miles of road amounted to Rs. 41,47,000 or Rs. 160 per mile. The total expenditure on education, including buildings, rose from Rs. 21,62,000 in 1921-22 to Rs. 21,97,000, and deducting contributions made by Government, the net expenditure by district boards rose from Rs. 10,44,000 to Rs. 11,25,000. This represents about 15 per cent. of the cess income of the respective years, which is 5 per cent. in excess of the prescribed minimum. As the provision of adequate educational facilities is largely dependent on the grants made to boards from provincial sources, the progress of education is a question in which the activities of boards and the Government have to be co-ordinated. The development of primary education and the problems of higher education have, therefore, been considered jointly in the preceding chapter. It now remains to review the work of the district boards in the administration of medical relief, which the public are beginning to recognise as one of the most important functions of local bodies.

**Expenditure on education.**

There is probably no more popular institution in rural areas than the local hospitals and dispensaries which provide treatment for the normal illnesses and injuries of the population, and render aid in the suppression of epidemics. The fact that the non-co-operation boycott had no effect on the daily attendance at dispensaries is solid proof that the public appreciated the value of the services rendered by these institutions. The total number of hospitals and dispensaries increased during 1923 from 485 to 559, and there were in existence at the end of the year 389 institutions maintained by Government or by local funds, 18 aided in part by Government and 136 supported by private individuals or by railways. During the year 1923, nearly four and a quarter million patients were treated at hospitals and dispensaries in the province of whom sixty-six thousand were in-patients. The average number of patients at dispensaries maintained by Government or by local funds for the general public was over eleven thousand per day, an increase of three hundred over the figures for last year and representing an average of twenty-one patients per day per institution. The diagram reproduced on the opposite page shows the steady growth of dispensaries during the past ten years, and compares the expenditure from State and local funds which have made this expansion possible. With the provision by district

**The work of hospitals and dispensaries.**

boards of 74 new dispensaries, substantial progress has been made towards the standard of one dispensary in each police-station area which was adopted by a resolution of Council in 1921. The figures at the close of the year show that there are now 140 police-stations which have not been provided with a dispensary.

**Lack of buildings.**

There are particular reasons why it is impossible to accelerate the expansion of medical relief beyond a certain point. One of the most obvious is the difficulty of providing adequate buildings in a short time. Dispensary buildings must necessarily be of a more durable and hygienic type than those required, for example, for primary schools, and it is this factor which delays the provision of the capital outlay and the subsequent construction. Pending the completion of the requisite buildings, an attempt has been made to meet the demand for medical treatment by means of travelling dispensaries, which have been maintained by various district boards. The experiment has not been altogether a success. The continuous touring and its attendant discomforts make these appointments very unattractive, and most boards have found it difficult to secure the right type of conscientious doctor with a keen sense of duty. Despite these drawbacks, 62,919 patients were treated in sixteen travelling dispensaries in 1922, apart from those treated by the Katihar Railway travelling dispensary. A similar endeavour to supply medical relief without necessitating the construction of buildings, is to be found in the scheme for subsidising local medical practitioners who are engaged on a retaining fee to give treatment to the general public, but are permitted to supplement their income by private practice. This system, to be a success, requires more supervision than local bodies can be expected to give: in addition, difficulties are being experienced in obtaining doctors to take up the work, as the necessary practice is not forthcoming, and the subsidy is not sufficient to attract the right type of practitioner. Government has shown its desire to help local bodies in the provision of buildings suitable for dispensaries by considering whether some of the State hospitals, not normally open to the general public, could not be made more useful by allowing them to admit and treat patients of all classes. At the beginning of the year there were six hospitals of the Public Works Department open to the public and during the year another hospital at Dehri-on-Son has been added to that category.

**Financial considerations.**

The chief factor which limits the rapid expansion of medical relief is the question of the provision of funds. The diagram reproduced earlier shows how contributions from local bodies have risen from 3·66 lakhs in 1913 to 10·72 lakhs in 1922. The expenditure by district boards under the head "medical" during 1921-22 was Rs. 9,74,000 or 14 per cent. of the total cess income. In the year 1922-23 it had increased by nearly four lakhs to Rs. 13,60,000, representing 18 per cent. of the total cess income. Considering the claims on local funds made by education and public works, it does not seem possible for the boards to increase the percentage of their cess income allotted to medical expenditure, and there were signs at the end of the year that the boards had reached the limit of their resources. The conditions under which grants from provincial revenues have been given stipulated that district boards should spend a minimum varying from ten to fifteen per cent. of their own cess income, and the position has now been reached when district boards hesitate to accept a grant for the construction of dispensaries, because they are unable to meet the recurring costs of maintenance. Government have in consequence made a special recurring grant during the year of two lakhs to be devoted to the maintenance of dispensaries, in addition to the normal grant of three lakhs for capital outlay on construction. The recurring grants allotted are based on a sliding scale which takes account of the relative wealth of the boards and the density of population which they serve.

**Income from subscriptions.**

It is, however, somewhat of an anomaly that State aid should be required for the maintenance of hospitals and dispensaries which ought to be the particular object of charitable contributions and bequests. Although generous provision has been made for the construction of new hospitals, such as the donations of Rs. 20,000 for the establishment of a Filariasis hospital at Puri, and of Rs. 10,000 given by another charitable donor for a new infectious diseases ward in the Monghyr Sadr Hospital, subscriptions for the ordinary expenses of maintaining local dispensaries are neither regular nor adequate. The figures given in the diagram show that the total amount received from public subscriptions has decreased considerably since 1913, and is only just beginning to recover its former level.

During the year the question of the provincialization of civil hospitals in the province has attracted some attention. Considering the straitened financial circumstances of many civil hospitals, it would make for efficiency if they were entirely supported by Government, but at the same time it would not be politic to take away the burden from municipalities and district boards. The financial difficulties are also considerable. The probable effect of the change would be that subscriptions and donations from public sources would cease, for few would contribute to an institution entirely supported by Government. It would be impossible for Government to bear the entire cost of provincializing all civil hospitals in the province, but if any developments in this direction are possible, the start might be made in hospitals where there are medical schools, such as those at Cuttack and Darbhanga. In the meanwhile, the financial difficulties of hospitals at the headquarters of districts and subdivisions has been considerably lightened by the action of Government in remitting the contributions previously payable towards the pay and pension of the Government medical officers employed under local bodies. The concession involves a recurring amount of about Rs. 72,000, and means that every hospital will have increased funds up to nearly five thousand rupees in consequence.

**Government aid to hospitals.**

A further cause which hinders the rapid expansion of medical relief is the lack of sub-assistant surgeons, which is due to causes which Government is trying to remedy. The low rates of pay hitherto prevailing have been replaced during the year by a revised scale of pay starting at Rs. 75 per month, which it is hoped will attract recruits to the service. Many students, however, dislike the obligations which the signing of the bond imposes, and prefer to set up in private practice or enter the service, under less rigorous conditions, of industrial concerns or local bodies. A second difficulty is the lack of facilities for medical education which will become more pronounced in the future when public health organization is further developed. Owing to the absence of a medical college in the province, the supply of assistant surgeons is drawn from students trained at the Calcutta Medical College, where eighteen places are reserved for Bihar and Orissa, although the average number of applicants is three times that number. The scheme on

**Lack of sub-assistant surgeons.**

which Government are now working is to convert the Temple Medical School into a college. New hostels and laboratories have already been constructed for this school, and considerable improvements have been made in the Patna General Hospital which provides the necessary clinical material. It will be more than a year, however, before the college is able to come into being, and another period of five years after that will be necessary before the province can be completely independent of the Bengal College. For the training of sub-assistant surgeons there are at present only two schools, the Temple Medical School at Patna and the Orissa Medical School at Cuttack. By the time that the Patna Medical College takes over the Temple Medical School, another medical school will be ready to open at Darbhanga. The building of this additional school has been rendered practicable by the donations made to the Prince of Wales' Medical College Fund, amounting to 8½ lakhs, and by the further generous donation of five lakhs given by the Maharajadhiraja of Darbhanga. The foundation-stone of the new medical school at Darbhanga was laid early in the year by His Excellency the Governor, and substantial progress in construction has since been made.

**Nursing.**

One long-felt want in the province is adequate arrangement in the larger hospitals for nursing. In most hospitals this important part of treatment is left to the relatives of patients or to ward coolies, compounders and dressers. The results are not always satisfactory, especially in serious cases, which require sympathetic handling and skilled training. Indeed, for all civil hospitals a good nursing staff is a necessity as it contributes so largely to the recovery of the patient. At present there are only 49 matrons and nurses serving in the hospitals and dispensaries of the province, comparatively few of whom are in hospitals for women. The provincial branch of the Red Cross Society has helped to provide nurses for some of the important hospitals, but, further extension of the scheme awaits private generosity, which at present is apathetic, as so few well-to-do patients are ever admitted as in-patients.

**Medical work among women.**

Most of the chief hospitals now have women doctors to look after the female side and there are large hospitals for women only at Bettiah, Gaya, Patna, Bhagalpur and Hazaribagh. The provincial branch of

the Countess of Dufferin Fund, which has a large and influential Committee under the presidency of Lady Wheeler, encourages medical work among women and children by giving grants to most of the hospitals where women are treated to any great extent. Considering that four years ago there was no such fund in existence in the province, this is a decidedly satisfactory advance. A resolution passed in the council in 1922 asked for early steps to be taken to provide rural dispensaries in each district with a trained *dai*. The recommendation has been brought to the notice of district boards, with the result that there are about 50 trained midwives and *dais* now in employment, though, with the exception of sadr hospitals, very few dispensaries in the districts have trained *dais*. The number of women available for training, in spite of liberal stipends and scholarships, is at present very limited. The classes started for the training of *dais* have decreased from 18 in 1919 to 7 in 1922, and many such classes have had to be closed for want of pupils. To meet these deficiencies, it was proposed to appoint a special Lady Assistant to initiate and carry through schemes for *dais* and nurses, for the improvement of the health of women and children in the province, to inspect all the womens' hospitals and to educate the public in the importance of medical aid among women, while in addition, a scheme for a Nursing Association was drawn up. Both these schemes have been held in abeyance for lack of sufficient funds. All that it has been possible to do in this direction is to appoint a maternity and child welfare supervisor, as an experimental measure, for the city of Patna. The experience of the past ten years' working has proved a success, and might be imitated with profit in other large residential centres in the province.

**Public health organization.**

As has been shown, the past decade has seen a great increase in the number of dispensaries and hospitals, and in the facilities for medical relief, which have enabled a correspondingly larger number of patients to be treated. The public on the whole has not been slow to appreciate the benefits of dispensaries, and their representatives in the Council have constantly pressed for further expenditure on the provision of medical relief. It is more difficult, however, to induce the public to take preventive measures against disease, or to convince them that money so spent is a profitable form of health insurance. To deal effectively with the various

epidemics to which the province is subject, an organization is necessary, not only to combat the disease when it has broken out, but to take steps to prevent its outbreak. The measures required are, in the first instance, an emergency medical staff ready with material and appliances for dealing with the extra patients; secondly, a system for reporting disease promptly to the authorities; thirdly, improved sanitation, to remove the causes of epidemic disease; and lastly, to lessen the risk of infection, we need to educate the public in more healthy and cleanly habits of life.

**Public health during 1923.**

Before dealing with the measures adopted under these heads, it would be as well to consider what are the chief diseases likely to become epidemic in the province. In his report for the year 1922, the Director of Public Health emphasizes the close connection that exists between public health and agriculture. There can be little doubt that the economic condition of the people has an intimate effect on the prevalence of epidemic diseases and also on the birth-rate and death-rate among the population. In a province, such as Bihar and Orissa, which is predominantly agricultural, vital statistics and outbreaks of disease vary largely with the success or failure of the harvests. The successive good harvests of 1921 and 1922 were continued in 1923, with the result that the health of the province was exceptionally good for the second year in succession. There was a marked absence of severe outbreaks of epidemic disease, and the number of deaths from all causes totalled 851,751 slightly more than the figure for 1922, which was the lowest on record for many years. This gives a death-rate of 25·0 per thousand, a marked reduction on 34·6, the average death-rate for the previous ten years. There was a further rise in the birth-rate, which touched 36;9 per thousand as compared with 35·0 last year.

**Condition of health in urban and rural areas.**

There is a remarkable difference in the distribution of disease in urban and rural areas. The infectious diseases, the spread of which largely depends upon overcrowding, density of population and the consequent facilities for infection, are consistently more prevalent in towns, while fevers, of which malaria is the chief, are more prevalent in rural areas, where the fever-carrying mosquito is able to breed, and

where the economic condition of the people is frequently not so good. The towns are hot-beds of consumption, and this disease, together with pneumonia and influenza, cause the death-rate from respiratory diseases to be many times greater in towns than in rural areas. Similarly cholera and plague are more prevalent in towns than in villages.

Fever.

Of the total number of deaths, fever accounted for 5,99,976 or over two-thirds. The figures cannot be taken as strictly accurate, as the chaukidars who report deaths in rural areas are apt to class all unknown diseases under this head: but, after making allowance for error, it is safe to say that fevers account for more deaths than any other form of disease. Charts showing the incidence of fevers during the months of the year disclose a rise during the hot-weather months from March to June, and a second rise during the last two months of the year. Although the reason for the first of these two increases is not properly ascertained, the normal rise at the end of the year is undoubtedly due to malaria. Preventive measures, such as the draining of low-lying and swampy land, and the treatment of tanks and pools of stagnant water near villages, are now more generally understood. Propaganda work was carried on during the year by officers of the Public Health Department and of the epidemic cadre by means of lantern lectures and demonstrations to the village public, while at the same time district boards and other local bodies were encouraged to distribute leaflets and supervise the elementary measures necessary to prevent the spread of malaria. There are certain areas in the province, however, where the normal precautions and improved sanitation are of little avail, and malarial fever seems to have completely established its hold. Such an area is to be found in the iron-ore and forest areas of Singhbhum, where the prevalence of malarial and blackwater fever threatens to hamper the development of the mines. The report of the special health officer who has been investigating the problem shows that malaria in this neighbourhood is "hyper-endemic," and though the aboriginal inhabitants are by now inured to its effects, special precautions are necessary for new-comers. To stamp out malaria, drugs alone are of little use, and the usual measures, such as draining and levelling of hollows, are expensive and non-productive. If, however, agricultural improvement is combined with sanitation, it should be

Prevention of malaria.

possible to drain or flood marshes in a scientific manner so as to produce larger crops and at the same time to reduce the breeding of mosquitoes. Meanwhile, as much as possible is being done to cure those attacked. The amount of quinine sold through post-masters and other agencies was 786 pounds, and during the year, 7,559 persons suffering from malaria were treated as in-door patients and over 847,700 as out-door patients in the various hospitals and dispensaries. Steps were taken during the year with a view to the manufacture, within the province, of a cheaper form of cinchona febrifuge tablets.

**Cholera.**

There was no serious outbreak of cholera during the year, and the death-rate from this disease remained in consequence at last year's low figure of ·2 per thousand, which is well below the ten years' average of 2·4 per thousand. The special epidemic cadre of ten assistant surgeons maintained during the year was employed with success in flood relief work during August. Altogether thirty doctors were sent out for the treatment of cases and disinfection of water-supply in the flooded areas. Fortunately there was no severe out-break of cholera after these floods, although there was every probability of such an epidemic occurring owing to the prolonged floods and the privations experienced by the refugees, and because the temperature and other conditions were favourable to the spread of the disease.

**Small-pox.**

Small-pox accounted for only 3,174 deaths this year, compared with 7,700 in 1921 and 23,000 in 1920. The reduction is attributable more to favourable climatic conditions than to any special preventive measures. The number of vaccinations performed has been steadily decreasing for some years. Though the total number of vaccinations performed in 1922-23 was higher by 60,000 than in the previous year, there has been a decline of over 40,000 during the years 1920 to 1922, below the average annual figures for the previous triennium. This would seem to justify the observation of the Director of Public Health that there is a serious risk of the province lapsing into an unvaccinated state by a progressive diminution of the amount of vaccination work done. Measures are foreshadowed for making vaccination free and compulsory, at any rate in those districts which are best provided with dispensaries and a public health staff.

Plague.

Plague, which last year was prevalent in the districts of Bihar north of the Ganges, accounted for over 28,822 deaths during the year, nearly as much as the combined totals of the deaths from cholera, small-pox and dysentery. In the early months of 1923, there was a recrudescence of this disease in epidemic form, chiefly in Tirhut and in parts of the Shahabad district. The evacuation of houses, which is the only preventive measure of real value, is generally undertaken by villagers of their own accord, and this measure, combined with inoculation, which is gradually becoming more popular, appears to have stopped the spread of the disease.

Public health organization.

From these brief summaries of the incidence of the chief diseases in the province it will be seen that, the reduction of disease depends very largely on the preventive measures taken by local bodies. It is therefore, unsatisfactory to note that, under the system of health organization hitherto in force, only six out of the twelve towns previously provided with health officers, retained their services during the year. The changes introduced by the amended Local Self-Government Act will render the appointment of a health officer compulsory in each district, and provide more effective measures for securing conditions of life unfavourable to the spread of disease. The exact form that the new public health organization should take has been under discussion for the past two years. A comprehensive scheme was drawn up by a committee appointed by the conference of representatives of district boards and municipalities which met at the end of the year 1921. The main features of that scheme were, first, the amalgamation of the medical and sanitary staff, including vaccinators, into one organization controlled by the district boards and subject to the general authority of a central Board of Health; secondly, free compulsory vaccination; and thirdly, the combination of sanitary and epidemic duties with strictly medical work. The recommendations have been put into practice, as an experiment, in a modified form in the Gaya district, where a certain area has been divided into circles of approximately 100 square miles, in each of which there is a dispensary and a doctor in charge of the public health of the entire circle. It has been found that, in practice, the original intensive sanitation scheme has been neglected, and has tended to resolve itself into merely an extension of medical relief. The local dispensary doctor during

his tours can hardly find time to improve the sanitary condition of the village by disinfecting and cleansing wells, while at the same time treating his patients. It has, therefore, been decided to keep the medical separate from the public health organization. The local dispensary doctor will be responsible for taking the first steps to combat an epidemic, and will remain in touch with the affected area till the epidemic has subsided, or till relieved by a special public health staff. This staff will consist of persons specially trained in sanitary work and the treatment of epidemic cases. When no epidemic prevails, they will carry out improvements in the sanitary condition of villages, disinfect the water-supply and carry on public health propaganda work. Prompt reporting of the outbreak of an epidemic is essential. Under the new public health scheme chaukidars are provided with a series of cards coloured to represent different diseases, on which particulars of the village affected are already entered. If, on the occurrence of an outbreak, the appropriate card is promptly delivered to the officer or inspector in charge, the chaukidar will be suitably rewarded.

**The Jharia Mines Board of Health.**

This system has already been adopted with success by the Jharia Mines Board of Health. The area controlled by the Board includes the whole of the Dhanbad subdivision, which is one of the most thickly-populated parts in the province. With an income not far short of four lakhs, the Board has ample funds to develop its schemes for improving the housing, sanitation, vaccination, water and food supply of the colliery areas. The value of sanitary precautions can be judged from the result of two mild epidemics of small-pox and cholera which occurred during the year. An outbreak of small-pox in the area of Dhanbad municipality, which at the same time was not under the control of the Board, accounted for 20 deaths in six months, out of a population of approximately 12,000. The collieries, with an average population of 120,000, had only 17 deaths from small-pox in twenty-four months. The circumstances of the cholera epidemic are similar. A small village, with a population of 200, neglected to report an epidemic of cholera, until it was too late. In six weeks the village had 22 deaths out of 31 cases, while the colliery area had only 165 cases with 46 deaths in the year, Other anti-epidemic measures which the Board employs are inspection and licensing of houses for colliery labour, the control of bazar conservancy, and the analysis

of food samples. There is no question that the provision of a clean water-supply and pure food is appreciated by the mine-labourer. He unfortunately contributes nothing towards the cess, which is collected from mine-owners and royalty receivers. One useful lesson which local bodies have to learn, namely, to tax themselves for their own benefit, is thereby lost.

**Jharia Water Board.**

The problem of the water-supply of the coal-fields' area has not been neglected. The vast project on which the Jharia Water Board has been engaged for the past ten years is now nearing completion. The huge masonry dam at Rajdaha near Topchanchi is nearly finished, and is already in a position to supply water immediately. By the end of March 1924, it is confidently hoped that the aqueduct and service reservoir and a portion of the pipe-line will be ready for use, and that it will be possible to supply water to the Sijua-Kirkend section of the coal-fields for the hot weather of 1924. The illustrations give some impression of the dam at Rajdaha, one of the largest engineering works of its type in the province.

**Other public health engineering projects.**

The Jharia Water Board scheme is only one of the many projects for improvements in the supply of pure water which are engaging the activities of local bodies under the supervision of the Public Health Department. The chief water-supply schemes under construction are those in the Patna, Bankipore and Kanke areas: others of minor importance are the Buxar jail, Bankipore jail, Ravenshaw College and Puri cholera hospital schemes, which are nearing completion. Test pumping with satisfactory results was carried out from a deep tube well at Gulzarbagh, and schemes were prepared for improved water-supply to the Patna City municipal area and to institutions adjoining it. Municipalities in general are anxious for sanitary improvements but are handicapped by want of funds, which they are reluctant to raise from the residents who benefit from the expenditure. Lack of funds has resulted in many sanitary schemes being held in abeyance, though some previously under construction were completed. The most important of these sewerage and drainage projects carried out is the Patna Sewerage scheme, which after completion has been handed over to the Patna Administration Committee. Schemes prepared and still pending including those for

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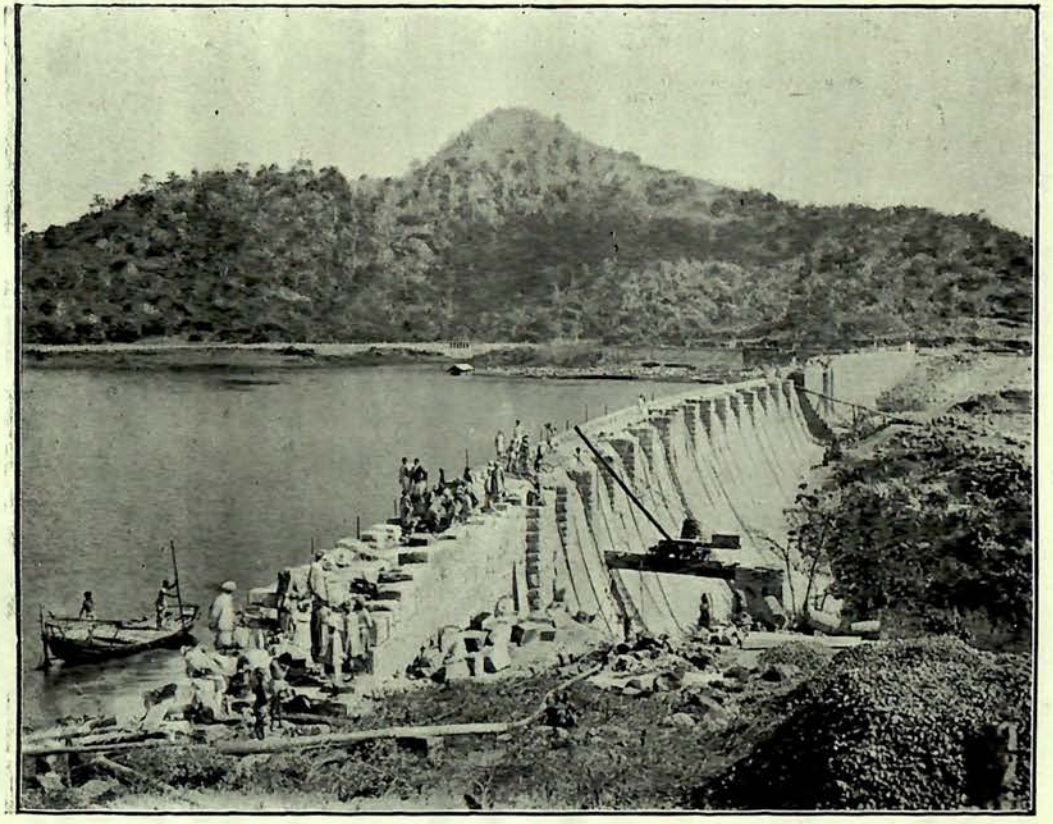
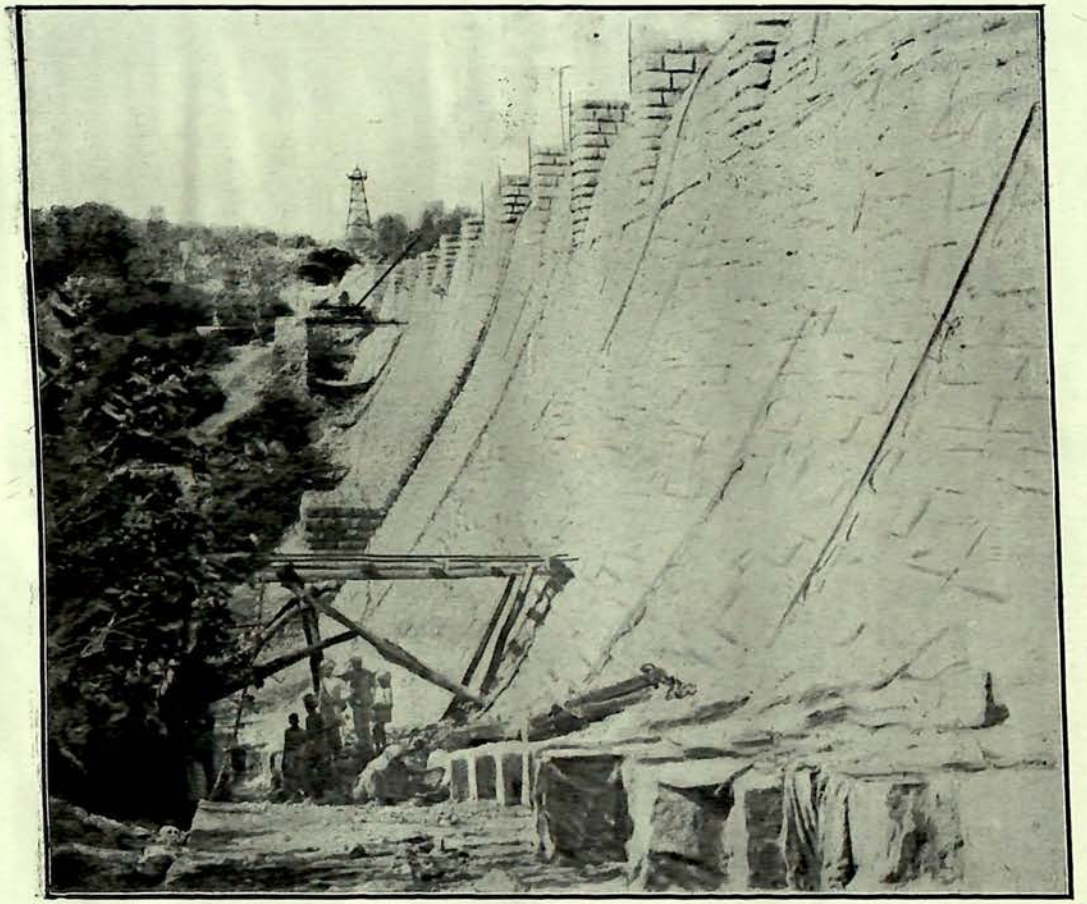


**JHARIA WATER BOARD.**

Dam and reservoir at Rajdaha near Topchanchi.



JHARIA WATER BOARD.

The Rajdaha dam, recently completed (showing type of stone masonry).

the European and Indian mental hospitals at Kanke are the Dhanbad bazar, and Hazaribagh jail and reformatory. Although during the year, over 150 separate schemes were dealt with by the Department, entailing design, construction or advice, yet the Sanitary Works division carried out works costing about Rs. 4,86,000.

**Leprosy.**

The medical and public health organization which has been dealt with above, confines its attention to the more prevalent diseases and epidemics for which ordinary treatment is required. Outside these limits, considerable progress has been made in the provision of more specialized treatment for the less common physical and mental diseases. In response to a discussion in the Council on the training of medical officers in the up-to-date treatment of leprosy, arrangements are being made for the treatment of this disease in the ordinary hospitals. In addition, there are now seven leper asylums in the province, with nearly two thousand inmates: of these the Purulia asylum, the largest in India, contains over 600 patients, while during the year, final arrangements were made for establishing a colony for lepers in the Santal Parganas under the management of a missionary society. The buildings which are now under construction will accommodate eventually about one thousand lepers. Government has sanctioned a grant of Rs. 10,000 towards the institution, while at the same time the capitation grants to other leper asylums have been increased by one-sixth. For the construction of an additional ward at the Bhagalpur leper asylum, Raja Raghunandan Prashad Singh has made a generous donation of twenty thousand rupees.

**Ranchi Radium Institute.**

The Radium Institute at Ranchi, the first of its kind in India, began work in April 1922 and has already obtained satisfactory results. A grant of two lakhs of rupees was received from the Government of India to meet the initial cost of buying a sufficient quantity of radium and of constructing the necessary buildings, but the maintenance charges are met by the local Government. During the year 1922, while buildings were under construction, 86 cases were treated and the radium was fully occupied. During 1923, the buildings have been completed and equipped, except for a few minor details. The successful treatment given in past years has drawn numerous patients, as the

work of the Institute becomes more appreciated, with the result that in 1923 there were 189 new cases under treatment. Progress is limited by the lack of facilities for treatment, and the small amount of radium available, while accommodation is not adequate for patients who are attracted to Ranchi from all parts of India. Given a larger supply of radium, it would be possible to send out treatments to hospitals and private practitioners in other provinces, and there is little doubt that one large institute of this kind for all northern India would be more efficient and more economical than small institutes in each province. Though the development of the work on these lines is obviously desirable, it is not a scheme on which the local Government can justifiably spend provincial funds, but it is one in which all provinces might co-operate under the directions of the Central Government.

**Mental hospitals.**

There are still only two mental hospitals in the province, one for Indians at Patna, and the other for Europeans near Ranchi. Last year, the latter institution, which is meant for European patients from the provinces of northern India, was transferred to a specially constituted Board of Trustees, so that the provinces which contribute to its upkeep may have a voice in its administration. Progress is being made with the construction of a new mental hospital for Indians on the same site, and as soon as it is completed the existing hospital at Patna will be closed. The twentieth century has seen a complete change in the treatment of lunacy, and the modern methods employed in the Ranchi mental hospital have resulted in some remarkable cures. The percentage of patients cured to the daily average strength of patients remained at the satisfactory figure of 20 per cent. The percentage in the Patna mental hospital is not so high, but better results may be looked for with new surroundings and different treatment, once the move to Ranchi is complete.

# APPENDIX I.

## SOURCES AVAILABLE TO THE PUBLIC.

*Chapter I.—Political and General.*

India in 1922-23 by Professor Rushbrook Williams.

*Chapter II.—Finance.*

Report of the Bihar and Orissa Retrenchment Committee.

Government resolution dated the 17th December 1923 on the report of the Retrenchment Committee.

Financial Statement for Bihar and Orissa for 1923-24.

Financial Statement for Bihar and Orissa for 1924-25.

*Chapter III.—The Legislative Council.*

Proceedings of the Bihar and Orissa Legislative Council, volumes VII and VIII.

*Chapter IV.—Government and Economic Problems.*

Annual Report on the Land Revenue Administration of Bihar and Orissa.

Annual Report on Survey and Settlement Operations.

Annual Report on the working of the Co-operative Societies.

Annual Report of the Agricultural Department.

Annual Report of the Civil Veterinary Department.

Annual Progress Report on the Forest Administration of Bihar and Orissa.

Annual Report on the Department of Industries.

Season and Crop Report.

Report of the Inspector of Factories for 1922.

Mineral Resources of Bihar and Orissa by L. Leigh Fermor.

Annual Report of the Chief Inspector of Mines in India.

Report on the Explosion in Parbelia Colliery, and Government resolution, dated the 27th March, 1923, on the findings of the Committee.

Annual Report on the Maritime Trade of Bihar and Orissa.

Report of the Mineral Resources Committee.

Report by H. Cartwright Reid, C.B., M.I.C.E., on the prospects of a harbour at False Point.

Annual Report on the Trans-frontier Trade of Bihar and Orissa with Nepal.

Revenue Report of the Government of Bihar and Orissa in the Irrigation Department.

Report on Wards, Encumbered, Trust and Attached Estates.

Annual Administration Report of the Public Works Department for Roads and Buildings, and Irrigation and Railways.

Government Communiqué on floods during 1923.

*Chapter V.—Government and Public Peace.*

Annual Report on the Administration of Police in Bihar and Orissa.

Annual Administration Report on the Jails in Bihar and Orissa.

*Chapter VI.—Government and Social Problems.*

Report on the Progress of Education in Bihar and Orissa.

The Second Quinquennial Review on the Progress of Education in Bihar and Orissa.

Annual Administration Report of the Excise Department in Bihar and Orissa.

Report of the Bihar and Orissa Excise Committee and Government resolution, dated the 27th October 1923.

*Chapter VII.—Local Self-Government and Public Health.*

The annual resolutions of the Government of Bihar and Orissa on the working of the Municipalities and on the working of the District Boards in Bihar and Orissa.

Triennial report on the working of Hospitals and Dispensaries for 1920, 1921 and 1922.

Annual Returns of Hospitals and Dispensaries.

Annual Returns of the Hospitals for Mental Diseases.

Annual Report of the Medical Schools.

Annual Statistical Returns and Short Notes on Vaccination in Bihar.

Annual Public Health Report.

Resolution of the Government of Bihar and Orissa on the report of the Jharia Mines Board of Health for the year 1922-23.

Report on the Annual Statistics of the Stamp Department.

Annual Report on the Administration of the Salt Department.

Statistical Returns with a brief note of the Registration Department.

Annual Progress Report of the Archæological Survey of India, Central Circle.

# APPENDIX II.

*A.—Members of the Bihar and Orissa Executive Council.*

His Excellency Sir Henry Wheeler, K.C.S.I., K.C.I.E., I.C.S.
The Hon'ble Mr. Hugh McPherson, C.S.I., I.C.S.
The Hon'ble Mr. Sachchidananda Sinha, Bar.-at-law.

*B.—Ministers.*

Ministry of Education, The Hon'ble Sir Saiyid Muhammad Fakhr-ud-din, Khan Bahadur, Kt.
Ministry of Local Self-Government, The Hon'ble Babu Ganesh Datta Singh.

*C.—The Bihar and Orissa Legislative Council.*

The Hon'ble Khan Bahadur Khwaja Muhammad Nur—*President.*
Mr. John Alfred Saunders, I.C.S.—*Secretary.*
Mr. John Augustus Samuel, Bar.-at-law.—*Assistant of the Secretary.*

*COUNCILLORS.*

EX-OFFICIO.

The Hon'ble Mr. Hugh McPherson, C.S.I., I.C.S.
The Hon'ble Mr. Sachchidananda Sinha, Barrister-at-Law.

NOMINATED.

*Officials.*

1. Mr. Birendra Chandra Sen, I.C.S.
2. Mr. Egbert Laurie Lucas Hammond, C.B.E., I.C.S.
3. Mr. William Bissil Heycock, I.C.S.
4. Mr. Walter Sidney Bremner, C.I.E.
5. Mr. Harry Llewelyn Lyons Allanson, I.C.S.
6. Mr. John Rutherford Dain, I.C.S.
7. Mr. John Alfred Saunders, I.C.S.
8. Mr. Evelyn Lloyd Tanner, I.C.S.
9. Mr. Bernard Abdy Collins, I.C.S.
10. Mr. Arthur Loveday Inglis, I.C.S.
11. Mr. Walter Swain, C.I.E.
12. Colonel Hugh Ainsworth, I.M.S.
13. Mr. Henry Lambert.

## NOMINATED.

*Non-Officials.*

1. Raja Bahadur Harihar Prashad Narayan Singh, O.B.E.
2. Khan Bahadur Nawabzada Saiyid Ashraf-ud-din Ahmad.
3. Babu Devakinandan Prashad Singh.

## REPRESENTATIVES OF CLASSES AND COMMUNITIES.

| | |
|---|---|
| 1. Rev. Edward Hamilton Whitley | Aborigines. |
| 2. Rev. Prittam Luther Singh ... | Aborigines. |
| 3. Babu Bishwanath Kar ... | Depressed Classes. |
| 4. Rev. Emanuel Sukh ... .. | Depressed Classes. |
| 5. Mr. Dhanjishah Meherjibhai Madan. | Industrial interests other than planting and mining. |
| 6. Rai Bahadur Jyotish Chandra Bhattacharji. | The domiciled Bengali Community. |
| 7. Mr. Francis Ernest Lopes Morrison | The Anglo-Indian Community. |
| 8. Rev. S. K. Tarafdar ... ... | The Indian Christian Community. |
| 9. Lala Baij Nath ... ... | The labouring classes. |

## ELECTED.

### PATNA DIVISION.

| Name. | Constituencies. |
|---|---|
| 1. Mr. Muhammad Yunus ... | Patna Division Muhammadan Urban. |
| 2. Maulavi Saiyid Muhammad Husain. | East Patna Muhammadan Rural. |
| 3. The Hon'ble Sir Saiyid Muhammad Fakhr-ud-din, Khan Bahadur, Kt. | West Patna Muhammadan Rural. |
| 4. Babu Shyam Narayan Sinha Sharma. | Patna Division Non-Muhammadan Urban. |
| 5. Maharajah Guru Mahadevasram Prashad Sahi. | Patna Non-Muhammadan Urban. |
| 6. Babu Gur Sahay Lal ... | East Patna Non-Muhammadan Rural. |
| 7. Babu Rajandhari Sinha ... | West Patna Non-Muhammadan Rural. |
| 8. Babu Chandipat Sahay ... | Landholders', Patna Division. |
| 9. Khan Bahadur Ashfaq Husain | Gaya Muhammadan Rural. |
| 10. Babu Gupteshvar Prashad Singh | West Gaya Non-Muhammadan Rural. |
| 11. Babu Bishun Prashad ... ... | Central Gaya Non-Muhammadan Rural. |
| 12. Babu Rameshvar Prashad Singh | East Gaya Non-Muhammadan Rural. |

| Name. | Constituencies. |
|---|---|
| *13. Mr. Saiyid Muhammad Athar Husain. | Shahabad Muhammadan Rural. |
| 14. Babu Sarada Prashad Singh ... | Central Shahabad Non-Muhammadan Rural. |
| 15. Babu Rajivaranjan Prashad Sinha | South Shahabad Non-Muhammadan Rural. |
| 16. Babu Dvarika Prashad Singh | Arrah Non-Muhammadan Rural. |

TIRHUT DIVISION.

| | |
|---|---|
| 17. Maulavi Mati-ur-Rahman ... | Tirhut Division Muhammadan Urban. |
| 18. Maulavi Saiyid Mehdi Hasan ... | Muzaffarpur Muhammadan Rural. |
| 19. Maulavi Said-ul Haqq ... ... | Darbhanga Muhammadan Rural. |
| 20. Maulavi Saiyid Mubarak Ali ... | Saran Muhammadan Rural. |
| 21. Maulavi Muhammad Zahurul Haqq | Champaran Muhammadan Rural. |
| 22. Rai Bahadur Dvarika Nath ... | Tirhut Division Non-Muhammadan Urban. |
| 23. Mahanth Ishvar Gir ... ... | North-West Darbhanga Non-Muhammadan Rural. |
| 24. Babu Shiva Shankar Jha ... | North-East Darbhanga Non-Muhammadan Rural. |
| 25. Babu Ram Nihora Singh ... | South-East Darbhanga Non-Muhammadan Rural. |
| 26. Babu Ramasray Prashad Chaudhuri. | Samastipur Non-Muhammadan Rural. |
| 27. Babu Shiva Bachan Sinha ... | North Muzaffarpur Non-Muhammadan Rural. |
| 28. Mahanth Darshan Dasji ... | East Muzaffarpur Non-Muhammadan Rural. |
| 29. The Hon'ble Babu Ganesh Datta Singh. | West Muzaffarpur Non-Muhammadan Rural. |
| 30. Babu Radha Krishna ... ... | Hajipur Non-Muhammadan Rural. |
| 31. Babu Jaleshvar Prashad ... | North Saran Non-Muhammadan Rural. |
| 32. Babu Chandra Ketu Narayan Singh | South Saran Non-Muhammadan Rural. |
| *33. Babu Lakshmi Mohan Misra ... | North Champaran Non-Muhammadan Rural. |
| 34. Babu Kedar Nath Prashad Sah ... | South Champaran Non-Muhammadan Rural. |
| 35. Rai Bahadur Krishnadeva Narayan Mahtha. | Landholders', Tirhut Division. |

* The elections of Members 13 and 33 have been declared void.

ELECTED.

BHAGALPUR DIVISION.

| Name. | Constituencies. |
|---|---|
| 36. Mr. Abdul Wahab Khan ... | Bhagalpur Division Muhammadan Urban. |
| 37. Khan Bahadur Saiyid Muhammad Naim. | Bhagalpur Muhammadan Rural. |
| 38. Mr. Shah Muhammad Yahya ... | Monghyr Muhammadan Rural. |
| 39. Maulavi Mir Faiyaz Ali ... | Purnea Muhammadan Rural. |
| 40. Mr. Saiyid Moin-ud-din Mirza | Kishanganj Muhammadan Rural. |
| 41. Maulavi Muhammad Umid Ali | Santal Parganas Muhammadan Rural. |
| 42. Mr. Tilakdhari Lal ... ... | Bhagalpur Division Non-Muhammadan Urban. |
| 43. Babu Rajendar Misra ... ... | North Bhagalpur Non-Muhammadan Rural. |
| 44. Babu Bhuvaneshvari Prashad Mandal. | Central Bhagalpur Non-Muhammadan Rural. |
| 45. Babu Anant Prashad ... ... | South Bhagalpur Non-Muhammadan Rural. |
| 46. Maharaja Bahadur Chandra Mauleshvar Prashad Singh. | South-West Monghyr Non-Muhammadan Rural. |
| 47. Rai Sahib Kharag Narayan ... | North-West Monghyr Non-Muhammadan Rural. |
| 48. Rai Bahadur Lakshmi Prashad Sinha. | East Monghyr Non-Muhammadan Rural. |
| 49. Rai Bahadur Prithwi Chand Lall Chowdury. | Purnea Non-Muhammadan Rural. |
| 50. Babu Jogendra Narayan Singh | Santal Parganas North Non-Muhammadan Rural. |
| 51. Babu Rameshvar Lal Marwari | Santal Parganas South Non-Muhammadan Rural. |
| 52. Raja Bahadur Kirtyanand Singh | Landholders', Bhagalpur Division. |

ORISSA DIVISION.

| | |
|---|---|
| 53. Maulavi Saiyid Tajamul Ali ... | Orissa Division Muhammadan Rural. |
| 54. Mr. Madhusudan Das, C.I.E. ... | Orissa Division Non-Muhammadan Urban. |
| 55. Babu Birabar Narayan Chandra Dhir Narendra. | North Cuttack Non-Muhammadan Rural. |
| 56. Babu Lakshmidhar Mahanti ... | South Cuttack Non-Muhammadan Rural. |
| 57. Babu Radharanjan Das ... ... | North Balasore Non-Muhammadan Rural. |

ORISSA DIVISION.

| Name. | Constituencies. |
|---|---|
| 58. Chaudhuri Bhagabat Prashad Samantarai Mahapatra. | South Balasore Non-Muhammadan Rural. |
| 59. Babu Godavaris Misra ... | North Puri Non-Muhammadan Rural. |
| 60. Babu Jagabandhu Sinha ... | South Puri Non-Muhammadan Rural. |
| 61. Babu Ram Narayan Misra ... | Sambalpur Non-Muhammadan Rural. |
| 62. Raja Rajendra Narayan Bhanja Deo, O.B.E. | Landholders', Orissa Division. |

CHOTA NAGPUR DIVISION.

| | |
|---|---|
| 63. Maulavi Shaikh Muhammad Husain. | Chota Nagpur Division Muhammadan Rural. |
| 64. Mr. Jimut Bahan Sen ... ... | Chota Nagpur Division Non-Muhammadan Urban. |
| 65. Rai Bahadur Sharat Chandra Ray | Ranchi Non-Muhammadan Rural. |
| 66. Babu Krishna Ballabh Sahay ... | Hazaribagh Non-Muhammadan Rural. |
| 67. Thakurai Brahmeshvar Dayal Singh | Palamau Non-Muhammadan Rural. |
| 68. Babu Nilkantha Chattarji ... | South Manbhum Non-Muhammadan Rural. |
| 69. Dulu Manki ... ... | Singhbhum Non-Muhammadan Rural. |
| 70. Babu Bakshi Jagdam Prashad Lal | North Manbhum Non-Muhammadan Rural. |
| 71. Babu Nageshvar Baksh Ray ... | Landholders', Chota Nagpur Division. |

OTHERS.

| | |
|---|---|
| 72. Mr. Sri Narayan Sahay ... | Patna University. |
| 73. Mr. William Ord MacGregor ... | European. |
| 74. Mr. Edward C. Danby ... | Planting. |
| 75. Mr. A. A. F. Bray ... ... | Indian Mining Association. |
| 76. Babu Narendra Nath Mukharji | Indian Mining Federation. |

*Members of the Council of State from Bihar and Orissa.*

(*a*) Nominated.

1. The Hon'ble Mr. H. K. Briscoe, C.I.E., I.C.S.

(*b*) Elected.

| Name. | Constituencies. |
|---|---|
| 1. The Hon'ble Maharaja Sir Rameshwar Singh, G.C.I.E., K.B.E., of Darbhanga. | Bihar and Orissa (Non-Muhammadan). |
| 2. The Hon'ble Maharaja Bahadur Keshava Prashad Singh, C.B.E., of Dumraon. | |
| 3. The Hon'ble Khan Bahadur Saiyid Zahir-ud-din. | Bihar and Orissa (Muhammadan). |

*Members of the Legislative Assembly from Bihar and Orissa.*

(*a*) Nominated.

1. Rai Bahadur Shyam Narayan Singh, M.B.E.
2. Khan Bahadur Saiyid Muhammad Ismail.

(*b*) Elected.

| Name. | Constituencies. |
|---|---|
| 1. Babu Ambika Sinha ... | ... Patna *cum* Shahabad (Non-Muhammadan). |
| 2. Khan Bahadur Sarfaraz Husain Khan. | Patna and Chota Nagpur *cum* Orissa (Muhammadan). |
| 3. Rai Hari Prashad Lal | ... Gaya *cum* Monghyr (Non-Muhammadan). |
| 4. Babu Shyama Charan ... | Tirhut Division (Non-Muhammadan). |
| 5. Babu Gaya Prashad Singh ... | |
| 6. Maulavi Muhammad Shafi | ... Tirhut Division (Muhammadan). |
| 7. Babu Ganganand Singh | ... Bhagalpur, Purnea and the Santal Parganas (Non-Muhammadan). |
| *8. Maulavi Asjadullah ... | ... Bhagalpur Division (Muhammadan). |
| 9. Babu Devaki Prashad Sinha | .... Chota Nagpur Division (Non-Muhammadan). |
| 10. Babu Nilkantha Das | ... Orissa Division (Non-Muhammadan). |
| 11. Mr. Bhubanananda Das ... | Bihar and Orissa landholders. |
| 12. Raja Raghunandan Prashad Singh | |

* Seat vacant owing to death of member.

# APPENDIX III.

*Distribution of business of the different departments as allotted to the Governor, the Members of his Council and the Hon'ble Ministers.*

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## APPOINTMENT DEPARTMENT.

MEMBER-IN-CHARGE—THE HON'BLE MR. MCPHERSON.

*Central Subjects.*

1. The Indian Civil Service (40).

*Reserved Subjects.*

2. The Bihar and Orissa Civil Service (including judicial officers) and of the Subordinate Civil Service (47).

NOTE.—The immediate control of officers of the services specified in entries 1 and 2 who are employed in branches of the administration controlled by other Departments of the Secretariat (except the Judicial Department) rests with the Department concerned. But the Appointment Department should invariably be consulted before any proposed order inflicting punishment or censure is submitted to His Excellency the Governor, and action which may terminate in the dismissal or removal of any member of these services is taken in the Appointment Department.

3. Appointments of High Court Judges.

4. Appointments to listed posts.

5. Elections to the Indian and provincial legislatures (except bye-elections).

6. Administrative charge of the residences of officers of the Indian Civil Service other than residences in the New Capital at Patna or at Ranchi.

*Mixed subjects and functions performed on behalf of all Departments of Government.*

7. The Civil List.

8. Interpretation of all rules affecting the public service framed under the Government of India Act, other than those rules which regulate pay, leave, allowances and pensions, and other financial matters.

9. Holidays.

10. Departmental examinations.

*Special subjects in charge of His Excellency the Governor.*

11. All appointments which under the Rules of Business are filled by His Excellency the Governor himself and not by the Local Government, including the nomination of members of the Legislative Council.

12. The personal staff of His Excellency the Governor.

13. The Rules of Business.

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## POLITICAL DEPARTMENT.

MEMBER-IN-CHARGE—THE HON'BLE MR. MCPHERSON.

*Central Subjects.*

1. Defence of India and all matters connected with His Majesty's Naval, Military and Air Force in India, or with His Majesty's Indian Marine Service or with any other force raised in India other than military and armed police wholly maintained by Local Governments 1(*a*).

2. Naval and military works and cantonments 1(*b*).

3. External relations, including naturalization and aliens, and pilgrimages beyond India (2).

NOTE.—This entry includes passports.

4. Political pensions and other political charges (4).

5. Control of arms and ammunition (32).

6. The Indian Police Service (40).

7. Territorial changes, other than inter-provincial, and declaration of laws in connection therewith (42).

8. State prisoners (47).

MEMBER-IN-CHARGE—HIS EXCELLENCY THE GOVERNOR.

9. Relations with states in India (3).

10. Regulation of ceremonial, titles, orders, precedence and civil uniform (43).

MEMBER-IN-CHARGE—THE HON'BLE MR. MCPHERSON.

*Reserved Subjects.*

11. Political-internal general.

12. Exemption from personal attendance in civil courts (17).

13. Police, including railway police(32).

This item covers :—

(*a*) Changes in jurisdiction of thanas and outposts.

(*b*) Village police.

14. Regulation of betting and gambling [33(*a*)].

15. Control of poisons [33(*d*)].

16. Control of dramatic performances and cinematographs [33(*f*)].

17. Control of newspapers, books, and printing presses (34).

18. The following subjects relating to the district of Angul:—

(*a*) Proposals for the general revision of the special laws and regulations applicable only to Angul.

(*b*) All grants made for public improvements in Angul and sources of local revenue peculiar to the district (36).

19. Criminal tribes (37).

20. Political prisoners (39).

21. Rewards for the destruction of wild animals.

22. Control of all officers serving in the police department (47).

23. Administrative charge of all buildings occupied by the police department.

24. Buildings, the construction and maintenance of which has been assigned by the Governor to the police department.

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## FINANCE DEPARTMENT.

FINANCE BRANCH.

MEMBER-IN-CHARGE—THE HON'BLE MR. SINHA.

*Central Subjects.*

1. Income-tax (11).

2. Currency and coinage (12).

3. Public debt of India (13).

4. Savings Banks (14).

5. The Indian Audit Department and excluded Audit Departments (15).

*Reserved Subjects.*

6. Stamps (20).

7. Provincial Government Presses (43).

8. Local Fund Audit, that is to say audit by Government agency of income and expenditure controlled by local bodies (46).

9. Borrowing of money on the sole credit of the province (49).

10. All duties imposed upon the Finance Department by rules 36 to 45 of the Devolution Rules.

*Mixed subjects and functions performed on behalf of all Departments of Government.*

11. Stationery (P. 27 T. 17).

12. General revisions of clerical and menial establishments originating in causes which affect all Departments alike.

13. Treasuries and defalcations.

14. Commutation of pensions and compassionate gratuities.

15. Contract grants.

16. Interpretation of financial codes and other questions of a financial nature.

17. The Secretariat Instructions.

18. Secretariat clerical and menial establishments.

19. Liveries, tents, forms.

20. Ranchi rules.

21. The general provident fund and the Indan Civil Service provident fund.

22. Advances for the purchase of conveyances, for house building and for passages.

23. Grain compensation allowance.

24. Grant of rent-free quarters.

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## REVENUE DEPARTMENT.

MEMBER-IN-CHARGE—THE HON'BLE MR. MCPHERSON.

REVENUE LIST.

*Central Subjects.*

1. Control of foodstuffs (19).

2. Geological survey (24).

3. Botanical survey (26).

4. Survey of India (35).

NOTE.—Includes the preparation and supply of maps for provincial purposes.

5. Meteorology (38).

6. Crop reports and forecasts (39).

7. The Indian Forest Service (40).

8. Administration of the Non-ferrous Minerals Act (47).

*Reserved Subjects.*

9. Land Revenue Administration as described under the following heads :—

(*a*) Assessment and collection of land revenue;

(*b*) Maintenance of land records, survey for revenue purposes, record-of-rights;

(*c*) Laws regarding land tenures, relations of landlords and tenants, collection of rents;

(*d*) Court of wards, encumbered and attached estates;

(*e*) Land improvement and agricultural loans;

(*f*) Colonization and disposal of crown lands and alienation of land revenue; and

(*g*) Management of Government estates (18).

NOTE.—Includes jurisdiction of revenue officers, partition of estates, collection and assessment of cess (including embankment cess), land registration, administration of the Public Demands Recovery Act, and Santal Parganas peeitions (settlement and miscellaneous revenue).

10. Famine relief (9).

11. Forests, including preservation of game therein (14).

12. Land acquisition (15).

13. Development of mineral resources which are Government property (24).

14. Protection of wild birds and animals 33(*c*).

15. Control of clerical and menial establishments of the Board of Revenue, Commissioners of Divisions, and district and subdivisional officers (47).

16. Control of all officers employed in the forest department (47).

17. Control of all officers employed under the Director of Land Records and Surveys, save in so far as the control of officers of the Indian Civil Service, Bihar and Orissa Civil Service, and Subordinate Civil Service is allotted to the Appointment Department (47).

18. Administrative charges of buildings in the occupation of the Board of Revenue, Commissioners of Divisions and district and subdivisional officers.

19. Administrative charge of residences of revenue officers other than officers of the Indian Civil Service.

GENERAL LIST.

*Central Subjects.*

MEMBER-IN-CHARGE—HIS EXCELLENCY THE GOVERNOR.

1. Ecclesiastical administration, including European cemeteries (34).

MEMBER-IN-CHARGE—THE HON'BLE MR. SINHA.

2. Archæology (36).

3. Census (39).

4. Treasure trove (41).

5. Languages and linguistic survey (47).

6. Ethnology and ethnography (47).

*Mixed subjects and functions performed on behalf of all Departments of Government.*

7. Regulation of the supply of Government publications to Government and to the public, except the Indian Law Reports Series.

8. Administrative charge of circuit houses.

9. General administration report.

10. Libraries, maintained for official use only, in the Secretariat and in the offices of the Board of Revenue, Commissioners of Divisions, district officers and subdivisional officers.

COMMERCE BRANCH (TEMPORARILY UNDER REVENUE DEPARTMENT).

MEMBER-IN-CHARGE—THE HON'BLE MR. SINHA.

*Central Subjects.*

1. Shipping and navigation (6).

2. Lighthouses, including their approaches, beacons, light ships and buoys (7).

3. Port quarantine (8).

4. Posts, telegraphs and telephones, including wireless installations (10).

5. Customs (11).

6. Salt except in so far as this subject is assigned to the Local Self-Government Department (11).

7. Commerce, including banking (17).

NOTE.—Includes traffic registration.

8. Joint stock companies.

NOTE.—Includes provident insurance societies and life insurance companies.

9. Control of petroleum and explosives (23).

10. Regulation of mines (25).

11. Inventions and designs (27).

12. Emigration from and immigration into British India and inter-provincial migration (29).

*Reserved Subjects.*

13. Factories (26-*a*).

14. Settlement of labour disputes (26-*b*).

15. Boilers (26-*d*).

16. Smoke nuisance (26-*f*).

17. Welfare of labour including provident funds, industrial insurance (general health and accident) and housing (26-*g*).

18. Ports (30).

*Mixed Subjects.*

19. Stores (P. 27 T. 17).

## JUDICIAL DEPARTMENT.

MEMBER-IN-CHARGE—THE HON'BLE MR. SINHA.

*Central Subjects.*

1. Civil Law, including laws regarding status, property, rights, liabilities and civil procedure (16).

This item includes opinions on bills circulated by the Government of India on subjects not specifically dealt with by any other administrative department.

2. Criminal law, including criminal procedure (13).

*Reserved Subjects.*

3. Administration of justice, including constitution, powers, maintenance and organization of courts of civil and criminal jurisdiction within the province (17).

This subject includes—

(*a*) Acts—administration and extension of—for judicial purposes.

(*b*) Appeals against sentences in lower courts.

(*c*) Civil courts—buildings and establishments.

(*d*) Court language.

(*e*) Examinations—pleadership and muktearship.

(*f*) Extradition of fugitive offenders.

(*g*) Forms—judicial.

(*h*) Law officers of Government in all courts—appointment of.

(*i*) Honorary Magistrates and other unpaid courts—appointment and removal of.

(*j*) Intestate property.

(*k*) Jurisdiction of judicial officers.

(*l*) Jurors and assessors.

(*m*) Law books, law reports, chronological tables.

(*n*) Legal business—conduct of.

(*o*) Lunatics, criminal.

(*p*) Petitions for mercy from, and remission or suspension (under section 401 of the Criminal Procedure Code) of the sentences of all prisoners except political prisoners.

(*q*) Release of transported convicts.

(*r*) Probate and letters of administration granted to persons of European extraction.

4. Provincial law reports, including supply to Government and to the public (18).

5. Administrator-General and Official Trustee (19).

6. Prevention of cruelty to animals [33(*b*)].

7. European vagrancy (38).

8. Prisons (39).

9. Control of all officers serving in the jails department (47).

10. Control of all clerical and menial establishments employed—

(*a*) in the High Court (excluding the Registrar and Deputy and Assistant Registrars),

(*b*) in the offices of or subordinate to District and Sessions Judges.

11. Imposition by legislation of punishments by fine, penalty or imprisonment for enforcing any law of the province relating to any provincial subject (50).

12. Administrative charge of all buildings occupied by the jails department and by civil courts.

13. Administrative charge of all residences of judicial officers other than officers of the Indian Civil Service.

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## EDUCATION DEPARTMENT.

### EDUCATION BRANCH.

*Central Subjects.*

MEMBER-IN-CHARGE—HIS EXCELLENCY THE GOVERNOR.

1. All questions arising under entries 5 to 8 in the district of Angul (36).

2. The Indian Educational Service (40).

*Reserved Subjects.*

MEMBER-IN-CHARGE—THE HON'BLE MR. MCPHERSON.

3. European and Anglo-Indian Education (5).

MEMBER-IN-CHARGE—THE HON'BLE MR. SINHA.

4. Reformatories (39).

*Transferred Subjects.*

MINISTER-IN-CHARGE—THE HON'BLE EDUCATION MINISTER.

5. Education (other than European and Anglo-Indian Education) (P. 5 and T. 5).

6. Libraries (other than libraries for official use only), museums and zoological gardens (P. 42 and T. 20).

*Mixed Subjects.*

7. Control of all officers serving in the Education Department or in reformatories (P. 47).

8. Administrative charge of all buildings occupied by the Education Department or by reformatories.

NOTE.—Subjects 7 and 8 are reserved or transferred according as the officer is employed, or the building occupied for the administration of a reserved or a transferred subject.

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## DEVELOPMENT BRANCH.

*Central Subjects.*

MEMBER-IN-CHARGE—HIS EXCELLENCY THE GOVERNOR.

1. The Indian Agricultural Service (40).

2. The Imperial branch of the Civil Veterinary Department (40).

*Reserved Subjects.*

3. All questions arising under entries 4 to 13 in the district of Angul.

MINISTER-IN-CHARGE—THE HON'BLE EDUCATION MINISTER.

*Transferred Subjects.*

4. Agriculture, including research institutes, experimental and demonstration farms, introduction of improved methods, provision for agricultural education, protection against destructive insects and pests and prevention of plant diseases (P. 10 and T. 7).

5. Civil Veterinary Department, including provision for veterinary training, improvement of stock, and prevention of animal diseases (P. 11 and T. 8).

6. Fisheries (P. 12 and T. 9).

7. Co-operative societies (P. 13 and T. 10).

8. Registration of deeds and documents (P. 21 and T. 13).

9. Registration of births, deaths and marriages (P. 22 and T. 14).

10. Religious and charitable endowments (P. 23 and T. 15).

11. Development of industries, including industrial research and technical education (P. 25 and T. 16).

12. Control of all officers serving in the agricultural, civil veterinary, fisheries, co-operative, registration and industries departments (P. 47).

13. Administrative charge of buildings occupied by the agricultural, civil veterinary, fisheries, co-operative, registration and industries departments.

## LOCAL SELF-GOVERNMENT DEPARTMENT.

*Central Subjects.*

MEMBER-IN-CHARGE—HIS EXCELLENCY THE GOVERNOR.

1. The Indian Medical Service (40).

MEMBER-IN-CHARGE—THE HON'BLE MR. SINHA.

2. Salt, in so far as that subject is administered by the Commissioner of Excise (11).

*Reserved Subjects.*

MEMBER-IN-CHARGE—HIS EXCELLENCY THE GOVERNOR.

3. All questions arising under items 7 to 16 in the district of Angul (36).

4. Regulation of medical qualifications and standards (45).

MEMBER-IN-CHARGE—THE HON'BLE MR. SINHA.

5. Control of motor vehicles [33(*c*)].

MEMBER-IN-CHARGE—THE HON'BLE MR. MCPHERSON.

6. Pounds and prevention of cattle trespass (40).

*Transferred Subjects.*

MINISTER-IN-CHARGE—THE HON'BLE MINISTER FOR LOCAL SELF-GOVERNMENT.

7. Local Self-Government, that is to say, matters relating to the constitution and powers of municipal corporations, improvement trusts, district boards, mining boards of health, and other local authorities established in the province for purposes of Local Self-Government, exclusive of matters arising under the Cantonment Act, 1910 (P. 1 and T. 1).

8. Medical administration, including hospitals, dispensaries and asylums and provision for medical education (P. 2 and T. 2).

9. Public health and sanitation and vital statistics (P. 5 and T. 3).

10. Pilgrimages within British India (P. 4 and T. 4).

11 Tramways within municipal areas [P. 6(*c*) and T. 6(*c*)].

12. Adulteration of foodstuffs and other articles (P. 28 and T. 18).

13. Weights and measures (P. 29 and T. 19).

14. Control of officers serving in the medical and public health departments (P. 47).

15. Administrative charge of all buildings occupied by the medical and public health departments.

16. Excise, that is to say, the control of production, manufacture, possession and sale of alcoholic liquor and intoxicating drugs, and the levying of license fees on or in relation to such articles (P. 16 and T. 12).

17. Control of officers serving in the excise department (47).

18. Administrative charge of all buildings occupied by the excise department.

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## PUBLIC WORKS DEPARTMENT.

### IRRIGATION BRANCH.

MEMBER-IN-CHARGE—THE HON'BLE MR. SINHA.

*Central Subjects.*

1. Communications to the extent described under the following heads:—

(*a*) Railways and extra municipal tramways.

(*b*) Aircraft and all matters connected therewith (5).

2. The Indian Service of Engineers (40).

*Reserved Subjects.*

3. Water-supply, irrigation and canals, drainage and embankments, water storage and water power (7).

NOTE.—Does not include water-supply schemes under the control of municipalities and other local bodies.

4. Inland waterways (31).

5. Construction and maintenance of buildings required solely for the administration of canals and embankments 6(*a*).

6. Control of all officers serving in the Irrigation Branch of the Public Works Department (47).

*Transferred Subjects.*

MINISTER-IN-CHARGE—THE HON'BLE MINISTER FOR LOCAL SELF-GOVERNMENT.

7. Public works included under the following head:—

Light and feeder railways and extra municipal tramways in so far as provision for their construction and management is made by provincial legislation [P. 6(*d*) and T. 6(*d*)].

### ROADS AND BUILDINGS BRANCH.

*Central Subjects.*

MEMBER-IN-CHARGE—THE HON'BLE MR. MCPHERSON.

1. Immovable proverty in the province acquired by, and maintained at the cost of, the Governor-General in Council (44).

NOTE.—This item includes the construction and maintenance of civil and military buildings and other works on behalf of the Government of India.

MEMBER-IN-CHARGE—THE HON'BLE MR. SINHA.

2. Care of ancient monuments declared to be protected monuments under section 3(1) of the Ancient Monuments Preservation Act, 1904 (46).

*Reserved Subjects.*

MEMBER-IN-CHARGE—HIS EXCELLENCY THE GOVERNOR.

3. The residences of His Excellency the Governor 6(*a*).

4. All questions arising under entry 9 in the district of Angul (36).

MEMBER-IN-CHARGE—THE HON'BLE MR. MCPHERSON.

5. Electricity, including the administration of Government electrical power plants and the supply of electric current therefrom [26(*c*)].

*Mixed subjects and functions performed on behalf of all Departments of Government.*

6. The disposal of vacant sites, being the property of Government, in the New Capital at Patna, and elsewhere.

7. The administrative charge of Government residences in the New Capital and at Ranchi.

8. The administrative charge of the Secretariat and Council Chambers at Patna and Ranchi.

*Transferred Subjects.*

MINISTER-IN-CHARGE—THE HON'BLE MINISTER FOR LOCAL SELF-GOVERNMENT.

9. Public works included under the following heads:—

(*a*) Construction and maintenance of provincial buildings (other than the residences of His Excellency the Governor) save in so far as the work has been assigned by the Governor to the department using or requiring such buildings.

(*b*) Care of historical monuments with the exception of ancient monuments as defined in section 2(1) of the Ancient Monuments Preservation Act, 1904, which are for the time being declared to be protected monuments under section 3(1) of that Act [P. 6(*a*) and T. 6(*a*)].

(*c*) Roads, bridges, ferries, tunnels, ropeways, causeways, and other means of communication [P. 6(*b*) and T. 6(*b*)].

10. Control of all officers serving in the Roads and Buildings Branch of the Public Works Department (47).

## LEGISLATIVE DEPARTMENT.

MEMBER-IN-CHARGE—THE VICE-PRESIDENT OF THE EXECUTIVE COUNCIL.

*Reserved Subjects.*

1. Bye-elections for the Council of State, Legislative Assembly, and Legislative Council.

*Mixed subjects and functions performed on behalf of all Departments of Government.*

2. The initiation and drafting of bills for the codification and consolidation of the existing law and of formal legislation.

3. The drafting of all Government bills (other than those referred to in entry 2 above) in accordance with the instructions of the administrative department.

4. The publication of bills before their introduction in the Legislative Council when such publication is ordered by the Governor.

5. All correspondence with the Government of India on the subject of bills already introduced in the Legislative Council except letters treating of questions of principle or policy.

6. The transmission to the Government of India of copies of all bills introduced in the Legislative Council or Acts required under standing orders to be submitted.

7. The submission to the Governor-General of an authentic copy of each Act for his assent, and the publication of that assent.

8. The printing of all bills introduced in the Legislative Council and the compilation of the opinions received regarding such bills.

9. The printing and reprinting of all Provincial Acts and the preparation and issue of annual lists showing the effects of legislation by the local legislature and of indexes to Acts of the local legislature.

# PROVINCE OF BIHAR & ORISSA

Scale 1"=64 Miles

REFERENCES

Boundary—Division .....

" District .....

" Sub-division .....

" State .....

REFERENCE TO NUMBERS

1 KARAIKELA
2 NILGIRI
3 NARSINGHPUR
4 BARAMBA
5 TIGIRIA
6 ATHGARH
7 KHANDPARA
8 RANPUR

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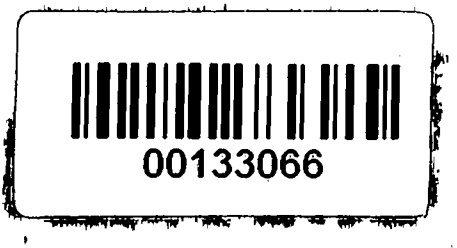
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